

Division of the N.W.T. Administrative Structures for Nunavut

Report to the Sub-Committee on Division

DIVISION OF THE N.W.T.
ADMINISTRATIVE STRUCTURES FOR NUNAVUT
REPORT TO THE SUB-COMMITTEE ON DIVISION
LEGISLATIVE ASSEMBLY OF THE N.W.T.

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SECTION I

G.N.W.T. DIVISION

GENERAL INTRODUCTION

G.N.W.T. DIVISION: GENERAL INTRODUCTION

1. MAJOR ISSUES

The basic limiting factor in any planning exercise is that one is dealing with the future and as such must proceed within a context of uncertainty. The planning of transitional administrative and political structures for a new Territorial Government in the Eastern arctic is no exception to the basic rule and in fact there would seem to be an unusually high number of unknowns to be taken account of in this specific project. It is beyond the terms of reference of the Sub Committee on Division to question the advisability and feasibility of placing two governments where currently there is only one. That question has been decided in the affirmative by the Legislative Assembly of the N.W.T., by the people of the Territory through a plebiscite, and more recently by the Federal Cabinet Committee on Priorities and Planning. Still to be decided however, are the following major questions:

- 1) The location of the boundary between the Eastern and Western Territories.
- 2) The location of the eastern capital city.

3. The fundamental political principles (as defined by the constitution) on which the new territorial governments will be founded.
4. The timing of division.

Each of these must be considered briefly before proceeding to recommendations as to the most appropriate structures for the new governments.

A. The Boundary Question

One of the conditions for division imposed by the Federal Government was that the people of the N.W.T. reach an agreement on the boundary between the western territory and the eastern territory. A number of boundary proposals have been submitted by various groups in the north and while these for the most part reflect legitimate claims based upon historical patterns of land use etc., the historical patterns of use in fact did overlap a great deal. Hence the boundary proposals reflect nothing even near to the consensus that will be required to proceed with division.

It is not within the terms of reference of the Sub Committee to attempt to define the boundary between the East and the West. However, when the boundary is decided through negotiation, plebiscite etc., there must be a plan for the

fairly speedy transfer of governmental powers from the G.N.W.T. to the two new territorial jurisdictions. Obviously the nature and size of the new governments will be profoundly affected by the relative size and population of the new territories; hence our plans for the establishment of transitional administrative structures at the time of division must be adaptable to a wide range of boundary scenarios.

Without prejudice to the ultimate public and political decision on the boundary the Sub Committee's recommendations as to transitional administrative structures will be based on three boundary scenarios for division. These have been designed not so much in terms of the actual physical location of the "line" on the map, but in terms of the number of communities (and hence the population that is to be served) to be included or excluded. The decision to base these scenarios on population and not on territory is that the great bulk of N.W.T. jurisdiction (and hence governmental programs that must be delivered without interruption after division) are "people-oriented. If the Territorial Governments enjoyed jurisdiction over matters such as non-renewable resources, national defence etc., the matter of geography - of physical territory - would be much more significant.

The three boundary scenarios, are to a large extent reflective of claims or proposals put forward by the Dene Nation, and I.T.C. These proposals represent the two extreme

case scenarios for the boundary line and the third scenario is based on an estimation (allowing for a margin of error) of a possible compromise agreement. These are discussed below ranging from the largest to the smallest conceivable eastern territory (Nunavut).

Scenario 1

Nunavut includes all of the communities of the Baffin, Keewatin and Kitikmeot Regions as well as the communities in the Inuvik Region which are within the COPE land claim. While this includes communities such as Aklavik and Inuvik which could opt for inclusion in either the western or eastern territory, the administrative requirements can be adapted and modified to take that into account.

With Scenario 1 the population of Nunavut according to 1980 statistics would be 20,358 (17,440 excluding the Town of Inuvik) and would include the following communities:

- See chart on page 5

Baffin Region

Keewatin Region

Inuvik Region

Igloolik

Rankin Inlet

Holman Island *

Hall Beach

Eskimo Point

Paulatuk

Pond Inlet

Chesterfield Inlet

Sachs Harbour

Clyde River

Baker Lake

Tuktoyaktuk

Arctic Bay

Coral Harbour

Aklavik (+/-)

Resolute Bay

Repulse Bay

Inuvik (+/-)

Grise Fiord

Whale Cove

Nanisivik

Frobisher Bay

Central Arctic Region (Kitikmeot)

Lake Harbour

Bathurst Inlet

Cape Dorset

Cambridge Bay

Pangnirtung

Gjoa Haven

Broughton Island

Spence Bay

Sanikiluaq

Pelly Bay

Coppermine

Scenario 2

Nunavut includes all of the communities of the Baffin, Keewatin and Kitikmeot Regions but the COPE communities remain with the Western Arctic. (*Note here that Holman Island is a part of the Central Arctic Region administratively but should likely be included with the COPE communities for scenario 2.*)

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With this scenario, the population of Nunavut according to 1980 statistics would be 15,221 (excluding Holman).

Scenario 3

Nunavut includes all of the communities of the Baffin and Keewatin Regions and the Eastern Kitikmeot communities of Pelly Bay, Spence Bay and Gjoa Haven. A "subscenario" of this one would see Cambridge Bay deciding to go with Nunavut as well, but population variations as a result of this would be small enough that administrative requirements would not have to be significantly modified. With Scenario 3, the population of Nunavut would be 13,474 (14,358 with Cambridge).

The task of the Sub Committee on Division would be immeasurably easier if the boundary between Nunavut and the Western N.W.T. could be agreed upon. If that decision is taken before the dissolution of the Ninth Assembly it may be possible to "clean up" the recommendations for transitional administrative structures before the summoning of the Tenth. However, in the absence of agreement on the boundary it is the intention of the Sub Committee to build enough flexibility into all such recommendations that they can be readily adapted to virtually any boundary scenario that emerges.

B. The Question of Territorial Capitals

It is beyond the Terms of Reference of the Sub Committee on Division to make recommendations as to the locations of the post-division eastern capital city. It seems practical to simply assume that the capital of the Western N.W.T. will remain in Yellowknife. The question of the location of the capital in Nunavut however, is a critical one for a transfer of authority from the current Government of the N.W.T. to the Government of Nunavut will ultimately require the physical relocation of political and administrative institutions within the Eastern Arctic.

While the selection (and perhaps renaming!) of the capital of Nunavut will be a political decision, there are non-political factors that will have to be taken into account. These will undoubtedly include the following:

1. Existing Infrastructure; availability of office space, living accommodation, capacity of public utilities, transportation links, airport capacity etc. The point here is that there will be significant capital costs associated with the establishment of a seat of government and that these costs will be reduced by the extent and quality of existing facilities.

2. Location; the more central the capital is within the Territory the more efficient the delivery of services to the regions. Transportation costs will be minimized over all and the distances that must be covered for the residents to get to the seat of Government will be more evenly distributed among the communities.
3. Climate/Weather; given that air will be the most important transportation link in Nunavut, good flying weather must be a consideration in the selection of a seat of government.

Taking these factors into consideration and in the absence of any clear political consensus, the main contenders for the seat of government would appear to be Frobisher Bay, Rankin Inlet and Baker Lake. Hence, in any costing of government travel in Nunavut, the Sub Committee will work from these seat-of-government scenarios, as reflecting, at least, the range of possibilities for the location of the administrative headquarters.

Finally, when the person years required for the headquarters establishment of N.T.G. have been roughly determined by the Sub Committee, the Committee can approach the Minister of Public Works to request that a complete assessment and capital costing of relocating the Nunavut capital be done by his department. This will provide the travel cost data base

from which the ultimate political decision of the Capital's location can be taken.

C. The Constitutional Question

The decisions as to the form of government for the two new territories must obviously be taken by the Constitutional Conferences or the Constitutional Forums that are set up within each. In the west there is a government in place which can continue in a caretaker role until such time as the people of the territory decide whether and how they want their political institutions to change. In the east, however, there are no institutions in place at this time - there is no convenient "caretaker" to continue the functions of government until the people of Nunavut decide the form of their political institutions. Given that there must be no interruption of essential services to the people of Nunavut during the transfer of power to the new government, transitional institutions must be in place from the beginning. These must be seen as transitional only and not in any way prejudicial to the ultimate development of political institutions of the choosing of the people of the new territory. However, in order to plan these transitional institutions the Sub Committee must make two assumptions.

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1. The first assumption is that there must be a Nunavut Public Service in place at the outset. The political institutions exist to decide what policies and programs should be in place in the new territory and to decide "who gets what and when" from government. But, the actual implementation of programs and policies must be delegated to government employees, who in turn, to be able to carry out their responsibilities effectively, must be organized within "departments" and/or "agencies" of the sort that we see in all governments. Thus, although it may seem back to front, administrative structures of Nunavut - the bureaucracy - should be in place at the same time as or even before the political structures are. In this way, the services being delivered to the people of the eastern arctic by present Government of the N.W.T will continue to be delivered uninterrupted throughout that period when governmental functions are being transferred from G.N.W.T. to N.T.G.
2. The second assumption that the Sub Committee has made is that the constitution of Nunavut will espouse the basic principles of responsible government. At the theoretical level this means

that the executive branch of government is directly responsible and accountable to the elected representatives of the people in the Legislature. But what concerns us more directly here is the second and more practical implication of responsible government which is that the bureaucracy - the public service - is responsible through Ministers to the elected representatives of the people as well. Bureaucracy is an instrument and it must remain accountable for its actions at all times. Thus, while it is an initial concern of this committee that the delivery of services to the people of Nunavut be uninterrupted through the transitional period, an equally important concern is that the administrative structures in the east remain accountable at all times throughout the transition to elected representatives.

The validity of these assumptions can be supported as well by the constitutional working paper drafted by the NCF. While there are a few unique recommendations contained in this document (entitled Building Nunavut) a basic message of the working paper is that the constitution of the new territory will retain the basic principle of responsible government.

The implication of these two assumptions is that the Sub Committee will first make recommendations as to the size and

structure of the Nunavut bureaucracy, and secondly recommend measures to guarantee the uninterrupted accountability of that bureaucracy to the elected representatives of the eastern arctic (whether they be simply an eastern arctic caucus of the N.W.T. Assembly or the newly elected Assembly of Nunavut Territory).

D. The Question of Timing

The critical limiting variable in the timing of the division of the N.W.T. is that the federal government must first be satisfied that its conditions have been met. As outlined in his press release and speech of November 26, 1982 and reiterated in May 1983, John Munro stated the following conditions for division:

1. Agreement in the N.W.T. on the line of division (the boundary) between Nunavut and the western Territory.
2. Agreement in the North as to the appropriate distribution of authority among local, regional and territorial governments.
3. Settlement of Native Land Claims.
4. Continued support for the division concept by the the people of the N.W.T.

According to the Federal Government all of these conditions must be met before the approval in principle of division can be acted upon. Taken at face value these conditions would seem to be fairly straightforward and include the sorts of things that most Northerners would agree are necessary prerequisites for division. However, each condition requires considerable clarification.

Condition 1, that the boundary must be agreed upon by the people of the N.W.T., means at one level of analysis, that the Federal Government does not wish to impose its own boundary scenario. On the other level however, and what is left unsaid is that ultimately the Federal Government must agree as well. A key question which has to be answered by Ottawa is what is the status of the northern most portions of the Eastern Arctic Islands - does the Federal Government intend to allow this area, which includes the settlements of Resolute Bay and Grise Fiord to belong to one of the new Territories or is acceptance of the principle of division a device for re-establishing full Federal control over a far northern resource preserve? Will the people of these far northern Inuit communities be given the option of becoming a part of Nunavut or will they be forced to return to the pre 1966 situation of being administered directly from Ottawa? The Legislative Assembly through the Alliance, should have this clarified by the Federal Government.

Taken from another perspective, if Condition 1 is viewed within the context of Condition 4 - continued support for division by the people of the N.W.T. - it could mean that a virtual veto over division is placed in the hands of the people of the Western N.W.T. by virtue of population. For example, if the people of the Mackenzie Delta should opt for Nunavut, could the people of the Mackenzie Valley and Great Slave areas veto this through a second referendum? It must be made clear by the Federal Government, and hopefully agreed upon by the people of the N.W.T., whether the "continued support for division" referred to in Condition 4 means continued support of a majority of the people in the entire N.W.T. or merely the continued support of the communities directly involved. The Committee is not prepared to make a firm recommendation on this highly political question, except to suggest that the people and organizations involved must agree on the interpretation of Condition 4 before approaching the Federal Government.

The condition that land claims must be settled before division, also would seem to leave a lot unsaid. Taken in one way, this would mean that any one of the native organization currently involved in land claims negotiations can effectively veto division by simply refusing to agree to a land claim settlement. (For instance if COPE or the Dene Nation were unhappy with a boundary agreed upon by all of the other

organizations and by a vast majority of the people of the N.W.T. they could still stall division indefinitely.) But if we look at Condition 4 from the Federal perspective, rather than from the perspective of the native groups within the N.W.T., it could have two possible effects.

First because land claims settlements require Federal Government as well as Native agreement, the Federal Government could conceivably stall on land claims in order to delay division. Secondly, a still more cynical person might wonder if this condition is not simply a bargaining lever with which the Federal negotiators can force the Natives to accept less in the way of land settlements in return for division, which appears to be favoured by all native groups and particularly by I.T.C.

While it is unlikely that Federal Officials would be so devious, it seems advisable to ask for a clarification of this condition from Ottawa fairly soon. The N.W.T. Assembly should propose that this condition be altered to read simply "agreement on the boundary by all native groups in the N.W.T. currently involved in claims negotiation". The justification for this is that the land claims settlements have two major dimensions: one dimension involves the question of boundaries, and, particularly in the North, the overlapping of various claims. This aspect of the process requires agreement only among the native organizations themselves and should be

separated from the second dimension of the claims process which involves how much land, what kind of ownership, how much money, and issues such as affirmation or extinguishment of aboriginal title, all of which require agreement between the natives and the Federal Government. In short, there is no need for the latter part of the land claims process to be tied to division at all, and if the Federal Government's intentions are honourable with respect to division they should be willing to limit Condition 3 to the former.

Condition 2 is a cryptic recognition of the aspirations of the people of the Delta-Beaufort Region who are seeking a significant measure of autonomy for their proposed Western Arctic Regional Municipality (WARM). Some provisions for this have been included in the NCF working paper, Building Nunavut, and the issue is certainly on the agenda of the WCF as well. Ultimately there are two striking political issues emerging with respect to WARM :

1. What sorts of powers will be vested in the regional body - and will the federal government agree to entrenching legislative autonomy in a subordinate political unit?
2. WARM has opted to attach itself to Nunavut which implies a boundary scenario for division which is likely to be opposed by the WCF.

The latter issue will have to be settled within the Constitutional Alliance before approaching the federal government with a request for legislation. The former questions, however, will involve different costs of government and, consequently, a different set of demands on the federal treasury through transfer payments. Thus, achieving the goals of WARM will ultimately require a "selling" job to convince the feds that the increased costs of autonomous regional governments are worthwhile in terms of satisfying the aspirations of communities of interest in the north.

In sum, it is essential that the full implications of the conditions for division imposed by the federal government be clarified soon. Having clarified these conditions the most important factor limiting the implementation of division is still agreement within the N.W.T., likely worked out by the Alliance, on the boundary. Once the boundary question is settled the transfer of authority can begin, but until it is, absolutely nothing concrete can be accomplished. The reason for the decision on the boundary being the "bottom line" for the implementation of division is that any transfer of current N.W.T. powers and responsibilities to the N.T.G. will require implementation at the level of communities; and clearly that can only happen if we know which communities belong where. Once the boundary is agreed upon, the transfer of governmental powers to the Nunavut Territorial Government can likely begin

immediately, even before the new Legislative Assembly of Nunavut is set up. Although care will have to be taken to insure that the quality of service delivered in Nunavut does not fall below the level and quality of service being received today, and while the accountability of the new administrative agencies in the Eastern N.W.T. will have to be maintained, a gradual phasing in of Nunavut Territorial Government operations should be arranged to begin even before the full transfer of Legislative authority to the new Territory.

As should be clear from the above the question of timing is extremely important to the smooth transfer of government responsibilities from the Government of the Northwest Territories to the Nunavut Territorial Government. The interim institutional arrangements to insure the maintainance of responsible government will have to form a major focus of this and subsequent studies undertaken on this subject.

2. RESEARCH STRATEGIES

A. General Assumptions

Governments are virtually never built nor are they established from scratch at a single point in time. Throughout history governments have simply evolved, growing in response to the demands placed on them and adapting to the

circumstances of their changing environments. The phenomenon of the division of the N.W.T. into two separate territories presents a clear exception to that general rule, for here we are faced with the rather unique challenge of building a new government in its entirety in Canada's Eastern Arctic. It is fortunate for us in approaching this enterprise that while at present the people of the Eastern Arctic do not have their own separate government, they are in fact being governed. There are programs in place in that portion of the N.W.T. to be known as Nunavut which provide social and health services, foster commercial and industrial development, provide educational opportunities, regulate, monitor and assist in the development of renewable resources and generally maintain order and enforce the law. Moreover, there are administrative and operational personnel in the field and at the regional levels within the Eastern N.W.T. who are currently tasked with the implementation of these policies. Hence if we assume that, at least for the immediate period after division, the programs currently in effect will continue and that the field and regional personnel in the communities of Nunavut will, by and large, be willing to continue in their present jobs but as employees of Nunavut rather than of the G.N.W.T., part of the problem of building a government of Nunavut will have been solved. But are these two assumptions valid ones?

The first assumption, that the current N.W.T. programs will continue to be implemented in Nunavut until such time as the Nunavut Territorial Assembly should decide to amend or repeal them, is based on the fact that these programs are the outcome of legislation validly enacted by the Legislative Assembly of the N.W.T.. The people of the Eastern N.W.T., after all, elect approximately one half of the members of that legislature (more or less than half depending on the boundary scenario) and one can assume fairly safely that even after division the bulk of the programs currently in operation will continue to be reflective of the wishes and needs of a majority of the people of the communities of Nunavut. Moreover, the holus bolus transfer of these programs from N.W.T. jurisdiction to that of Nunavut is to be seen as but a beginning, for the new legislature of Nunavut eventually will possess full authority to change any of them at will if they appear to operate in a manner contrary to the interests of the people of the Eastern Arctic.

Ultimately, although it will be a rather tedious task, all of the legislation which establishes these programs and all of the regulations passed pursuant to the ordinances themselves will have to be vetted and tidied up ---"Nunavutised"--- so that articles and provisions not applicable to the Eastern territory are removed. This will have to be an ongoing and long term project of a special

committee of the Nunavut Legislature; but, in the short term, what will be required is a general provision set down in the Act establishing Nunavut ---the Nunavut Constitution--- that the laws of the N.W.T. in effect in the Nunavut territory before division, "will continue, where applicable, until such time as the Legislative Assembly of the new territory shall decide to amend or repeal them". While such a clause will have to be very carefully drafted, the precedent for such an interim measure can be found in the BNA Act of 1867 with respect to the newly created provinces of Ontario and Quebec.

The second assumption, that the field and regional personnel of the G.N.W.T. in the communities of Nunavut can be simply transferred to the Nunavut Territorial Government after division, possibly rests on shakier terrain. In fact this assumption rests on two sub-assumptions: 1) that the government of Nunavut will want to keep them on; and 2) that the employees themselves will choose to stay. The first of these assumptions is likely safe given that such personnel will be most difficult to replace and more importantly that there are no immediate reasons for wanting to replace them. It is entirely likely that the Nunavut Territorial Government will wish to gradually "indigenise" its public service, but that can only happen over fairly long time frames and moreover, it can be anticipated that even non-Inuit personnel with a commitment to make a career and a life in Nunavut will

not be turned away by the new government.

The more difficult problem is whether the employees themselves will be willing to transfer from G.N.W.T. to N.T.G.. Given the job market generally and given that after division the Headquarters component of the G.N.W.T. may be overstaffed for a period, many field personnel may turn out to have little choice. However, even if the choice existed, the fact that they are in the jobs at present and that those jobs will continue essentially unaltered in the short run may well be sufficient motivation for them to carry on "business as usual" after the Division. Clearly in planning the 'nuts and bolts' of division provisions will have to be made for the portability of employee benefits from one Territorial Government to the other, but with such guarantees most field and regional people can be expected to stay. The only exceptions to this will likely be the few people who agreed to "tough it out in the bush" for a while in the knowledge that they could aspire to the ultimate reward of promotion or transfer to Yellowknife. Such people might not relish as much the thought of capping their public service careers in Rankin Inlet or Frobisher Bay and given the choice might opt for a transfer to the Western Territory, or outright resignation.

B. The Strategy

Our research strategy requires that we establish a few priorities and set some broad guidelines for the initial phase of our research. The basic components of this strategy involve some assumptions about the nature of our task and include the following major components:

1. Focus on H.Q. establishment first and concentrate on the field operations later.
2. Focus on Person-Year (P.Y.) costing of Division rather than Dollar(\$) costing in the initial phase.
3. Focus separately on the line departments and the staff or government support agencies, dealing with them in turn.
4. Focus on the new structures for Nunavut before modifying the institutions of the Western Territory.

Each of these bears some elaboration.

i) Focus on Headquarters Organization

We can probably conclude at this juncture that the major effort in designing administrative structures for the Territory of Nunavut should be focussed upon the creation of

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Headquarters offices for the Eastern Capital which replicate the functions of the administrative Headquarters currently to be found in Yellowknife. It is important to note that we are talking about "replicating functions" and not about "duplicating structures". The latter would imply that what is needed in the capital of Nunavut is basically what exists today in Yellowknife and that all that need be done in the manner of planning is to operationalise the organization charts of N.W.T. departments and agencies in an eastern seat of government. The problem with this is that because the new government will be serving a smaller population and with a considerably smaller public service the Headquarters component of the N.T.G. will be somewhat scaled down. Hence while all of the functions being performed by the departments in Yellowknife will have to be replicated, the structures we set up to perform those functions may well be quite different.

An additional complicating factor that must be faced in the process of recommending H.Q. administrative structures is that the ratio of H.Q. to Field staff in any organization is not constant through different sizes of reorganization. Thus, if the field operations of Nunavut are half the size of the field operations of the N.W.T., there is no guarantee that the H.Q. component can simply be cut in half as well. In fact because of the economies of scale, there is a minimum size below which an H.Q. establishment cannot be reduced without a

significant concomitant reduction in operational efficiency. It is unfortunate as well that there are no hard rules, no universal formulae that can help in determining the optimum ratio of field to H.Q. personnel in different types and sizes of organizations.

It should be obvious from the above that while our focus will be primarily upon the development of Headquarters organizations for the various 'post-division' departments, there are no clear formulae or even any "rules of thumb" for determining the appropriate ratio of Field/Regional/H.Q. personnel establishments. The only way to tackle the problem of designing these H.Q. units is therefore to work from estimates based on the experience of the current managers at senior levels of the G.N.W.T. at regional and H.Q. offices.

ii) Person-Year vs Dollar Costing

One tactic to reduce the uncertainty of H.Q./Field ratios at least partially is to focus this research initially only on Person-Years and to delay any attempt to assign dollar costs to the new government apparatus. Besides simplifying the initial stages of the research, a further justification for a PY rather than Dollar costing of Division is that finding the required manpower to fill the H.Q. positions in the new Government of Nunavut will in all likelihood be more

problematic than paying the bills. As such, the sooner the Person-Year requirements for the N.T.G. are defined the sooner can the difficult problems of recruitment and training of personnel be commenced. Further to this, it is the Person-Year establishment of the H.Q. component of the N.T.G. which will largely define the capital cost parameters of the new capital; the sooner DPW can commence its feasibility studies for the seat-of-government, the sooner the actual transfer of authority from Yellowknife to that capital can begin.

The actual dollar costing of division, both 'start-up' cost and estimate of annual budgetary expenditures can be completed fairly quickly after the Person-Year establishment and the capital costs of relocating the seat of government have been firmed up.

iii) Line Departments vs Staff or Support Departments

Traditional administrative theory makes the distinction between line and staff functions in organizations. The line is the operational component of the organization -- the department or parts of departments which directly carry out the goals of the organization.

Staff functions in an organization are those which support the line managers in the performance of their

responsibilities. Staff functions typically include personnel and financial administration, policy and planning, legal services, information services, data processing, purchasing, auditing and accounting etc. These do not involve directly the delivery of services to the clientele of the organization --to the public-- but are nevertheless important to the line departments in that they assist them in achieving their operational goals.

As with the relationship between H.Q. and Field personnel there are no firm rules concerning the appropriate ratio between line and staff personnel in bureaucracy. However, the size of the staff component of an organization is related to the size and complexity of the line component. As a research tactic therefore it is essential that we first determine the Person-Years required to effectively man the N.T.G. line departments and only then to attempt an estimate of the size and the structure of the various staff components required to support them. The following is a listing of the major departments and agencies of the G.N.W.T. broken down as to primary function (line/staff) and/or reporting relationship:

- See chart on page 28 -

1. Line Department/Agencies

- Justice and Public Services°
- Renewable Resources
- Local Government
- Health
- Social Services
- Economic Development & Tourism
- Education
- Public Works*

2. Staff Departments/Agencies

- Executive Secretariats
- Financial Management Secretariat
- Finance
- Personnel
- Government Services
- Information#

3. Semi-Independent or Corporate Bodies

- Workers' Compensation Board
- N.W.T. Housing Corporation
- N.W.T. Liquor Control System

4. Independent

- Legislative Assembly of the N.W.T.

- ° The Department of Justice and Legal Services is essentially a line Department, but the "legal services" component of its Legal Division is more properly a staff or government support function.
- * The Department of Public Works is a line department insofar as it provides services such as highways to the general public, but it is a staff or "government support" agency with respect to the provision of office accommodation etc. to government departments.
- # The Department of Information is a staff agency in that it provides central printing, publishing, graphics, interpreting, translating etc. to the various line departments of the Government of the N.W.T., but it is a line department insofar as its Public Affairs program is concerned.

iv) Nunavut Territorial Government Focus

Finally it must be noted that our initial focus is upon the problem of developing appropriate transitional administrative structures for the N.T.G. The reason for this is that these must be developed from scratch and must be in place before any transfer of functions from the N.W.T. to the new territorial government can begin. However, this is to be understood as a first step only. In the long run, it will be

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necessary to address ourselves to the equally complex question of "scaling down" the H.Q. component of the new western territory.

Finally, before proceeding to our detailed assessment of person year requirements for the Nunavut bureaucracy, we must address the general question of models of overall government organization and specifically the question of decentralisation. What follows is an evaluation of the current style of decentralisation of the G.N.W.T., within the context of various macro-organizational models.

SECTION II

POST-DIVISION OPTIONS FOR ADMINISTRATIVE DECENTRALIZATION

POST-DIVISION OPTIONS FOR ADMINISTRATIVE
DECENTRALIZATION

As specified above, at the moment of division of the Northwest Territories, there will have to be in place a sufficiently elaborate set of administrative structures in each of the new territories to ensure the uninterrupted delivery of essential services to the people of the North. Thus, the initial requirement must be to design simple and cost efficient public services for each territory so that the pre-existing services can be delivered effectively and yet without excessive increases in the tax burden of the citizens of the North. Moreover, because of the uniqueness of the constitutional and political context of the northern territories, the administrative institutions in place at the moment of division must be flexible and adaptable enough so that they do not get in the way of the ongoing process of constitutional and political development.

In any government system, it must be recognized that the administrative and political processes are not discrete entities. They cannot be completely separated either in theory or in the day to day functioning of the state. The decisions of the politicians define the jobs that have to be done by public servants; ie. what programs or policies are to be implemented is determined in the final analysis by the

elected representatives in the Legislative Assembly. It is the elected officials who put those programs into law and who appropriate the funds required to deliver them to the public. On the other hand, the public service provides a reservoir of expertise and experience which must be available to the politicians if their policy decisions are to be wise and informed ones. But while we must recognize the close relationship between politics and administration in a modern government, there are aspects of each process which are not linked very closely. In this sense for instance, the electoral process, the deliberations of the Legislative Assembly, and the relationship between the M.L.A. and his or her constituents are the sorts of responsibilities that the politician does not share directly with the public service. Similarly, in the day to day operation of government programs, the process known simply as "management" in private corporations - the public servant does a job which is not directly influenced by the fact that his ultimate boss is a politician. The fact is therefore that here are aspects of government administration which can be discussed without reference to the political and constitutional framework of the political system as a whole. It is to these 'constants' of management organization - that we address ourselves in this phase of the planning for the division of the N.W.T.

The main body of this section will outline a number of macro-organizational options or models which can be considered by Nunavut Constitutional Forum and Western Constitutional Forum in the selection of the broad form of public administration for the new territories. While that choice will have to be made at least in part according to political priorities and preferences there are administrative criteria and implication which should be brought to bear on the ultimate decision as well. These can be derived from the application of a number of basic principles of organization which will be discussed briefly in the following section of the report.

1. BASIC PRINCIPLES OF ORGANIZATION

A. Decentralization

Decentralization in administrative structures is always present to some extent because at its most elementary level it is nothing more than the structural manifestation of the principle of delegation of authority. As soon as you have a "boss" and at least one subordinate, the former will delegate responsibilities to the latter, and thus decentralize some authority. However, at a more macroscopic level of analysis decentralization has to be seen not only in terms of the amount of authority delegated to subordinates, but also in terms of the relative autonomy of administrative units within

an organization. In this sense there are two distinct types of decentralization in government organizations; functional and spatial.

Before explaining the distinction between these two types of decentralization it is necessary to add a cautionary note. It has to be kept in mind when selecting the optimum amount of decentralization for a given organization that one is seeking a balance between decentralization and its obverse, centralization. The two concepts imply one another, so that the arguments in favour of the one are in fact arguments against the other. Thus it should be made clear that in addressing ourselves to the principle of decentralization in this paper there is no intention to foster bias against administratively centralized government. What is being elaborated here are some of the criteria which will assist managers to select the appropriate 'mix' of centralized and decentralized managerial forms for the specific task at hand.

Functional decentralization has to do with the extent to which program or line departments are permitted to control the staff, admin. support or services of the organization. Thus functions such as financial administration, personnel, information and public affairs, legal services, policy planning and analysis etc. are to varying degrees located either within the line departments or concentrated in separate central agencies. The criteria for selecting the appropriate

blend of centralization and decentralization in such staff and support functions are to a large extent subjective ones -- they depend upon the managerial style of the senior people in the organization. However, the justifications for the extent of decentralization/centralization come down to two basic criteria:

- 1) the perceived need for control and accountability at the top of the organization; and
- 2) the perceived efficiency and economy of concentrating or dispersing such functions.

In political organizations -- government bureaucracies -- the need for political control over the public service makes it imperative that the mechanisms of financial accountability such as the budget, the public accounts etc. be centralized so that the elected officials can have direct and ready access to them. Thus because of their role in monitoring, managing, controlling and auditing the consolidated revenue fund departments such as Finance, Treasury, etc. have even come to be known prophetically as "central agencies". Similarly because the responsibility for passing legislation resides with the elected officials of a government, the policy and planning functions of government also tend to be located near the top and centre of the organization and get included under the rubric of "central agency".

However, even in the absence of the need for political accountability there are sound reasons to centralize many of the financial and budgetary functions within a large organization. Because operational or program departments are in a constant competition among themselves for their fair share (or more) of the limited amount of organizational resources, there must be a referee -- a central arbitrator -- who can exercise the wisdom of Solomon and ensure that the inter-departmental allocation of funds is done in a fair and equitable manner.

The efficiency and economy criterion is more difficult to apply with any consistency because there are simply no rules or formulae for establishing optimum levels of centralized/and decentralized authority. However, there are some implicit guidelines. For instance in a small bureaucracy it is unlikely that every department would require the full time services of a legal advisor. Hence the legal services function could be centralized, and the line departments would share the services of legal officers employed there. In a large bureaucracy, by contrast it might be more efficient for each line department to have its own "legal branch" in which case there would be no need for a centralized legal service component. Thus while the question as to where to draw the line will remain a very subjective one, it is possible to state generally that the smaller the organization the more

likely that considerations of efficiency and economy will point to the more centralized form of providing such administrative support functions.

Thus the requirement of political accountability and control makes some degree of functional centralization imperative in all government organizations. Likewise the need for an impartial arbitrator to settle budgetary and related disputes between rival departments and agencies dictates a certain amount of centralization even in non-governmental bureaucracies. Finally when it comes to the more prosaic staff and support functions, while the requirement for accountability and control may not be a valid justification for centralized organization, often the diseconomies of scale effectively preclude decentralized operations. When we come to look at the various options for administrative structures in the new territories in the North, these criteria for functional centralization and decentralization will come up again and again.

Spatial Decentralization means that the functions of an organization are delegated in a physical or geographical manner to the regions and/or the communities being served. There are two levels of justification for the form of decentralization. The primary criteria for spatial or regional decentralization are the size of the territory being administered and the relative dispersal or concentration of

the population being served. Generally, the larger the territory and the more dispersed the population the better the justification for the decentralization or regionalization of the government structures. Because the N.W.T. is one of the largest and most geographically dispersed jurisdictions in the world, the prima facie case for the delegation of authority from the governmental headquarters (the capital) to the regions and communities is a strong one.

But, while even with a divided N.W.T. the basic argument for decentralization is a strong one on the basis of size and population dispersal, there are secondary factors that must be weighed as well. In the first place the nature of the service being delivered will have a bearing on the extent to which the organization can be decentralized or centralized. For example, if a department is required to mail out pension, welfare or medical insurance payments to people in the communities there is no inherent reason for the cheques to be mailed locally...the function can be performed as effectively from Headquarters. On the other hand if the department is tasked with providing counselling for young people the job can only be done if there are social workers physically located in the field. However, these examples illustrate the extremes only, and as it turns out many government organizations have responsibilities which cannot be designated centralizable or decentralizable in such an obvious manner.

Centralists tend to argue that centralization is more efficient because of economies of scale... that if authority and responsibility are concentrated at the centre there will be less duplication of effort and that individuals in the organization can become more specialized than would be possible in smaller regional units. The decentralists counter that efficiency is not as important as the quality of service, especially in government. The decentralists argue that through decentralization the level and quality of service will be better because the field personnel can adjust their practices and procedures to better reflect the unique needs of a given region or community. They are both partly right.

The "guys in Headquarters simply don't understand the local needs" is a common complaint of field and regional personnel, and the Headquarters personnel often complain in the same manner about the "parochialism of the field and regional officers", alleging that the field people cannot see "the Big Picture". In both cases the argument is not entirely about the optimum location of authority centres but to a significant extent about bad lines of communication between Headquarters and the field. The solution may not lie in altering organizational structures but in establishing administrative systems where regular and ongoing communication between the managers in the capital city and those in the regions is fully developed and utilized faithfully.

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Communications in the North today (and they will become increasingly better in the near future) are good enough that a manager in a regional office and his opposite number in Headquarters should be able to communicate with each other as easily as with the person in the next office.

While debate pro and con decentralization which hinges on the "lack of communications"/"out of touch" assertions should not be quite as convincing in a modern government, the additional factor in the N.W.T. which lends such arguments a greater credence than they could have in southern Canada is the cultural diversity of the North.

It is not so much the physical size and the vast distances separating the Headquarters people from the field but rather the stark contrasts of language, ethnicity, socioeconomic status, and style of life which make the decentralists arguments convincing in the N.W.T.. The field and regional people are more likely to be from the same cultural or linguistic group as the people being served than the personnel in the territorial capital, and hence even sophisticated communications and transportation technology cannot completely bridge the cultural gaps.

Finally perhaps the most compelling argument for decentralization in the bureaucracy of the new territories is not so much administrative but political and that is the potentially positive symbolic impact of having the personnel

delivering government services sharing the same community experiences as their clients. While there are undoubtedly payoffs in terms of the quality of service and in terms of the relationship between the field operatives and the recipients of the services, the ultimate virtue of decentralization is that government will come to be perceived by local people as being "ours" rather than imposed from outside.

B. Departmentalization

Where decentralization has to do with the vertical dimension of organization -- with the amount of authority delegated to various levels within the hierarchy --- departmentalization defines the allocation of responsibilities horizontally. In other words it is the principles of departmentalization which determine the departments, branches, divisions, sections etc. within an organization. The principles of departmentalization must be defined briefly before proceeding to an assessment of various organizational models for the new territories.

i) Departmentalization by function is perhaps the commonest principle of horizontal division of labour within government organizations. By this what is meant is simply that the various departments, branches, divisions, etc. of an organization are defined in terms of the tasks that have to be

performed. Thus for example, the Wildlife Service of the N.W.T. Department of Renewable Resources exists to manage the wildlife resources of the N.W.T.. It performs this function on behalf of all the people of the territory.

ii) Departmentalization by clientele is related to the above, but in this case the units within an organization are created to perform a wide range of functions on behalf of a specific client group. For example, the Federal Department of Agriculture delivers a wide range of programmes to serve the needs of farmers in Canada. In practice, however, the distinction between departmentalization by clientele and by function is often blurred. Hence the Commerce Division of the N.W.T. Department of Economic Development and Tourism is tasked with fostering business development - a function - and yet in practice it provides a number of services to small businessmen -- a specific clientele.

iii) Departmentalization by Territory is closely related to the principles of decentralization discussed above but it should be pointed out that it is a method of allocating responsibilities horizontally as well. Thus the Federal Department of Northern Affairs is set up to perform a wide range of functions in a specific geographical area. Similarly the Department of Northern Saskatchewan is set up to deliver a wide range of services to all of the people in a certain region of the province.

C. Span of Control/Chain of Command

The concept of span of control has to do with the relationship between managers and their immediate subordinates. Thus, if a Deputy Minister has three Assistant Deputy Ministers reporting to him, the span of control at that point in the hierarchy is three. Generally the span of control must be narrower at the top of organizations and wider at the bottom. The reason for this is that it is more difficult to effectively manage a subordinate whose task is complex than it is to manage a subordinate whose task is simple. Thus, a supervisor on an assembly line can probably effectively direct the work of ten or twelve subordinates (span of control of ten or twelve) whereas the general manager of the plant might have only four or five subordinates directly reporting to him. Unfortunately while the span of control is an important determinant of the effectiveness of organizations there are no firm rules as to the optimum span at any given level of the hierarchy and trial and error seems to be the only way of determining the best superior-subordinate ratio.

Where span of control has to do with the breadth of an organization, the chain of command has to do with its length or height. The length of the chain of command is determined by the number of levels within a hierarchy. As with the principle of span of control, also with the principle

of chain of command, there is optimum number of levels for an organization. Clearly the longer the chain of command the less direct is the communication between the people at the bottom and those at the top and because communications are so essential for any management system to work effectively, a shorter chain of command works better than a long one.

Thus it is possible to state that generally a narrow span of control works better than a wide one and that a short chain of command is better than a long one. The problem is that most organizations, once created, do tend to grow and growth must be accommodated by either a lengthening of the chain of command or widening the span of control (or both). The key to effective management however, lies not so much in the choice between tall and narrow or short and wide organizations but in the creation and maintenance of clear and well defined lines of authority. The base principle here is unity of command which means simply that each individual in the organization has but one boss and that this kind of authority relationship is maintained consistently from the top of the organization to the bottom. If this principle is not adhered to the organization will always be less effective, and the problem will be even exaggerated in larger organizations.

Having outlined some basic principles of large organizations it is now possible to apply these to a few model administrative systems.

2. MACRO-ORGANIZATIONAL OPTIONS FOR POST-DIVISION TERRITORIES

The aim of this portion of the report is to provide the Legislative Assembly and the members of the Nunavut Constitutional Forum and the Western Constitutional Forum with some options for the basic administrative structures in the two territories that will emerge after division. These are not detailed organization charts but rather should be viewed as general models which can demonstrate the various techniques of decentralization, line and staff relationships, and ministerial-departmental linkages.

These models are a distillation of the sorts of ideas put forward by senior officials of the Government of the N.W.T. in Headquarters and in three of the regions. While none of them can be credited entirely to a single author, the models are reflective of the ideas and complaints of practising public servants in the north who are generally interested in improving the administrative system of which they are a part. In fact there was a general agreement among the officials interviewed that division of the N.W.T. whatever its political and constitutional implications, provides a golden opportunity to tidy up, improve upon or even completely revamp the bureaucracy.

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A. MODEL I: CURRENT GOVERNMENT OF THE NORTHWEST
TERRITORIES

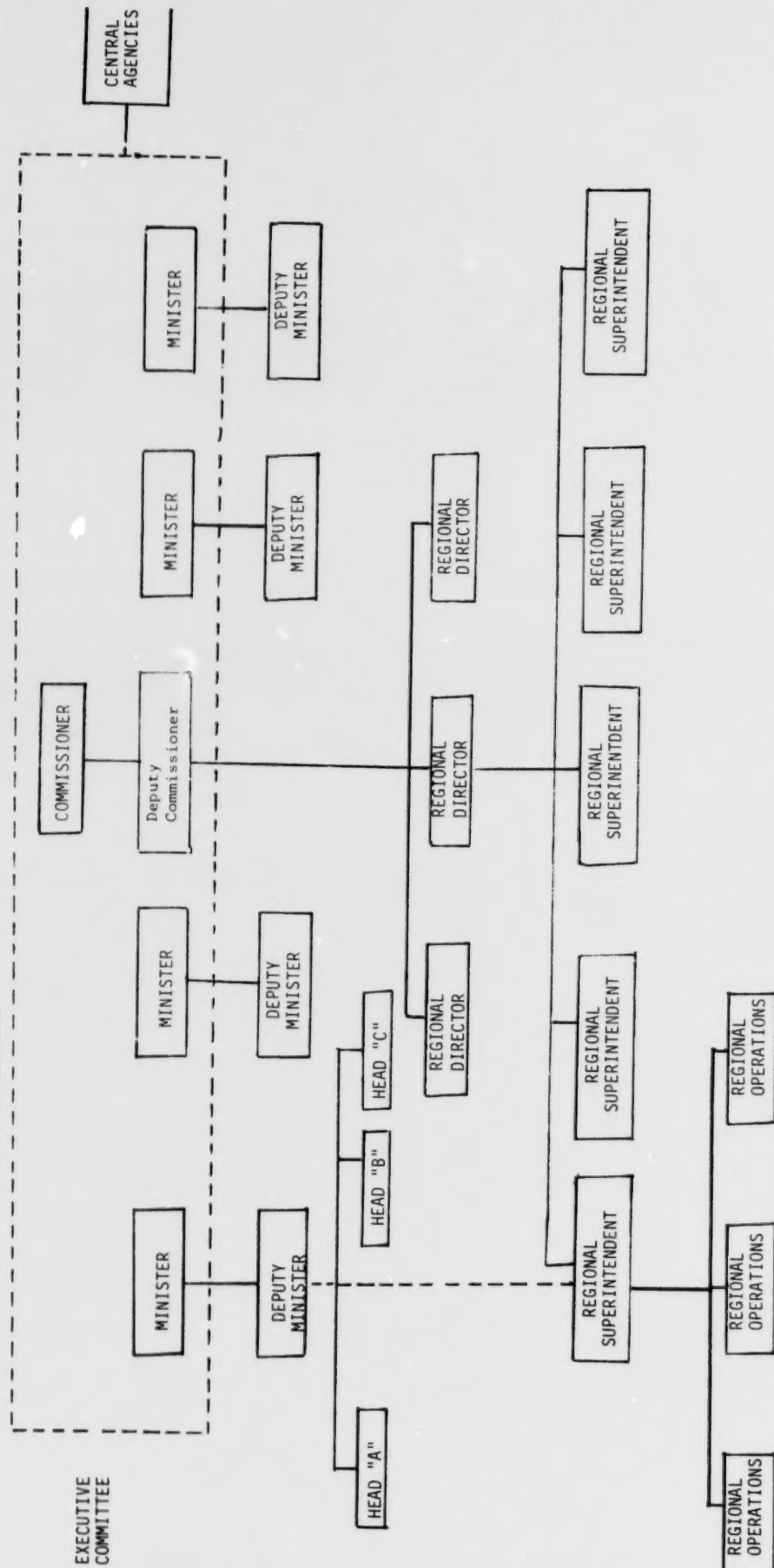
Because it is currently in place and performing all of the functions that will have to be performed in the post division territories and because it has generally worked, the current Government of the N.W.T. provides the best starting point for the development of alternate bureaucratic models.

(See Figure 1 Page 47)

The chart is only a schematic one and does not provide any specifics of departmental structure. Moreover, because it is to be only an illustrative tool we have provided sub-unit details for one department and for one region only. The other regions and departments generally have the same broad structural features with the exception of the central agencies -- the Department of the Executive and the Department of Finance -- which will be dealt with separately at a later stage in the research.

The current system features Ministers who are responsible for the various departments and although because of the small size of the Executive Committee most Ministers are responsible for more than one portfolio, the basic relationship of the Ministers to the bureaucracy is similar to

CURRENT SYSTEM GOVERNMENT OF THE NORTHWEST TERRITORIES



that found in the provinces and the Federal Government. As with other governments in Canada there is a direct reporting relationship between each Minister and the senior public servant (D-M or Director).

Where the bureaucracy of the N.W.T. is significantly different from what one would expect in a Southern Province is in the manner in which authority has been decentralized to the regions. As can be seen from the chart there are five Regional Directors who report not to an elected Minister or to the Executive Committee as a whole but to the Commissioner. Within the regions there are Regional Superintendents for each of the departments of government who report directly to the Regional Director. The relationship between the regional and field personnel and the Headquarters of a given department is an indirect or functional one only. As might be expected, the Deputy Ministers in Yellowknife do not particularly like this sort of reporting relationship because they do not have direct control over their own departmental personnel. On the other hand the regional superintendents don't seem to mind that they must report directly to a Regional Director and not to the head office of their own department .

The justification for this system is that there was a need to co-ordinate regional operations and that the co-ordinative function is performed by the Regional Director. However, it has some real and potential problems which must be

examined more closely. First, the basic problem is that government operations in the regions and in the field are directly controlled by the Commissioner.* Because the Commissioner is not an elected member of the Executive Committee the basic principle of ministerial responsibility is lost. The direct accountability of the bureaucracy to the politicians which is so essential in a representative and responsible government only exists for the headquarters component of each department. A partial solution in the post division territories might be to do away with the Commissioner entirely and have the Regional Directors report to a Minister. This would put regional operations under the direct control of a politically accountable person, but might cause strife within the Executive. For example the Minister of Renewable Resources would only control and be responsible for the Headquarters component of his department while the field operations of his portfolio would be under the care of another Minister, a situation that would be bound to cause friction within the Excom. Moreover, responsibility for the department would be divided between two Ministers.

The second problem with the existing system is more strictly an administrative one; that is the dual reporting relationship of the regional superintendents abrogates the very fundamental management principle of unity of command. While most of the regional personnel interviewed seemed to

*Actually Regional Directors report through the Deputy Commissioner.

feel that the system works fairly well everyone agrees that it has a lot to do with the personalities involved. In the long run any administrative system can be made to work if the people in it are competent and willing to co-operate. However, as the Territorial Governments grow in size and responsibility, the need for clear and specific reporting relationships may become more pronounced.

The third problem that has emerged because of the regional director system of decentralization is that the Deputy Ministers do not like it. But more important than them not liking the system is the fact that they have attempted to counter their lack of authority over field operations by enlarging their Headquarters staff. Not that this has been deliberate empire building, but it is a well proven axiom that if competent and senior managers are not given enough responsibility they will inevitably expand their terms of reference to fill the gap. Thus, the irony of the current system is that the device developed to make decentralization feasible has also fostered the growth of the Headquarters component of each department. Generally then, although very few senior administrators will admit it, the Headquarters components of the Government of the N.W.T. are overstaffed and in the transition to a post division system the opportunity should be taken to 'lean down' Yellowknife as well as to put in place a smaller headquarters component in Nunavut.

In summary, the current system has both good and bad points as do all systems. The basic strength of the existing model is that it is in place and it is working. The public servants are used to it and it achieves many of the goals that it was intended to achieve. It does provide for a fairly decentralized delivery of services through the regional offices. The Regional Director system does work in such a way that the various program departments in each region are co-ordinated. Of the weak points in the current system, possibly the most important is that the reporting relationship between the regions and the Capital is to the Commissioner and not to the elected members of the Executive Committee, thus abrogating the important principle of ministerial responsibility. Moreover, the dual reporting relationship of field personnel operationally to the Regional Director and in an indirect, functional way to the Deputy Minister in Yellowknife, abrogates the important administrative principle of unity of command. Finally the concentration of operational responsibility in the regions appears to have fostered overstaffing in the Headquarters components of the program departments.

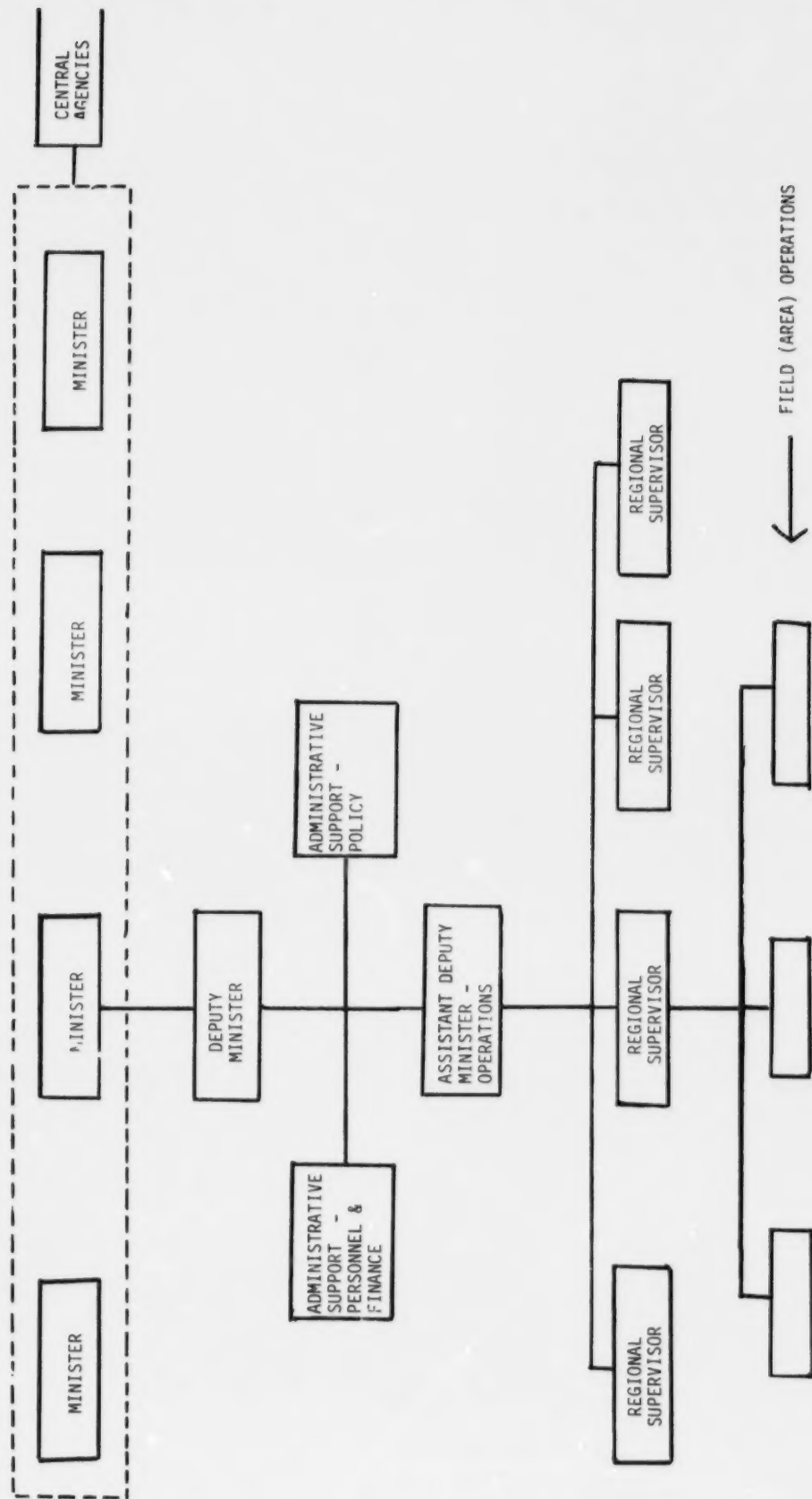
B. MODEL 2: Parallel Decentralization

The model of parallel decentralization illustrated

in Figure 2 (page 53) is in its essentials the one employed by most of the departments of most of the provinces where there is a perceived need for spatial decentralization. The key difference between this approach and that reflected in the current Government of the N.W.T. is that the office of Regional Director is gone. In this model the Regional Supervisors in each department report directly to a senior official of the department in the capital. Thus, the programme delivery is decentralized as with the current Government of the N.W.T. model, but unlike that model the principle of unity of command is strictly adhered to. Perhaps more significantly, the parallel decentralization model also achieves the goal of ministerial responsibility for all of the activities within each portfolio are clearly assigned to a single minister. Whether the office of the Commissioner is to be retained along with the system is a constitutional and political question but insofar as the bureaucracy is concerned the lines of accountability are consistent with responsible government and with individual ministerial responsibility.

There are a series of variations on the parallel decentralization model that can be experimented with depending upon the size of the department, the size and diversity of the territory and the preferred administrative "style" of the personnel managing it. One option which has been mentioned by a few N.W.T. officials is to do away with the regional level

FIGURE 2: PARALLEL DECENTRALIZATION



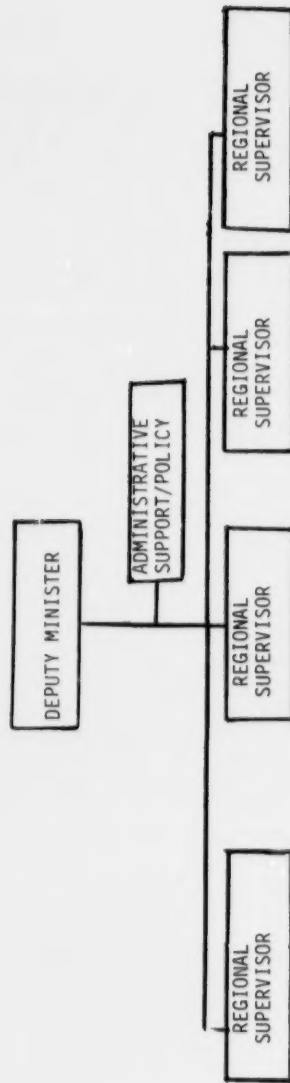
entirely. Here the argument is that after division the two new territories will be more compact and less diverse and the capital city will be much closer to home. The benefit of the variation is that it would achieve a fuller decentralization; ie. instead of delegating authority to a regional office, the department would delegate directly to officers within each of the communities. (See Figure 4 Page 56)

The potential problems with this "full decentralization" can be narrowed down to two broad types. The first type of problem is that if officers in the communities are reporting directly to an A.D.M. in Headquarters, the span of control (depending upon the number of communities) might be as high as fifteen or twenty, which is clearly too wide. Secondly, particularly in the Eastern Arctic, many of the communities are too small to have full time personnel on site for all government programs. Hence, because of economies of scale, some services would have to be provided directly from the Capital by "itinerant" officers which would end up producing even greater centralization than the existing system. Hence given the current size and situation of the communities in the North, for the present it would seem that the regional level of administration should be retained.

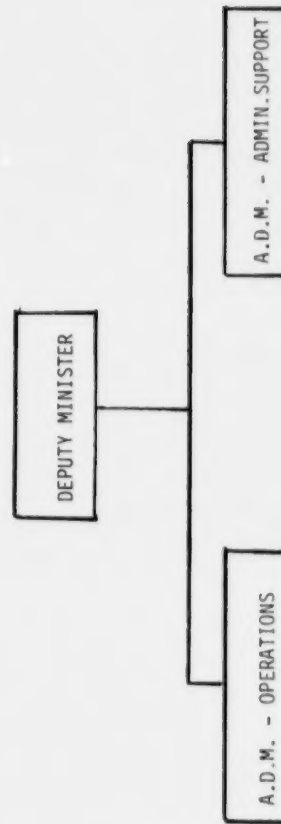
Other minor variations on the parallel decentralization model have to do with the extent of decentralization of

FIGURE 3: PARALLEL DECENTRALIZATION

OPTIONS: i) with no Assistant Deputy Minister for small regions.
e.g.



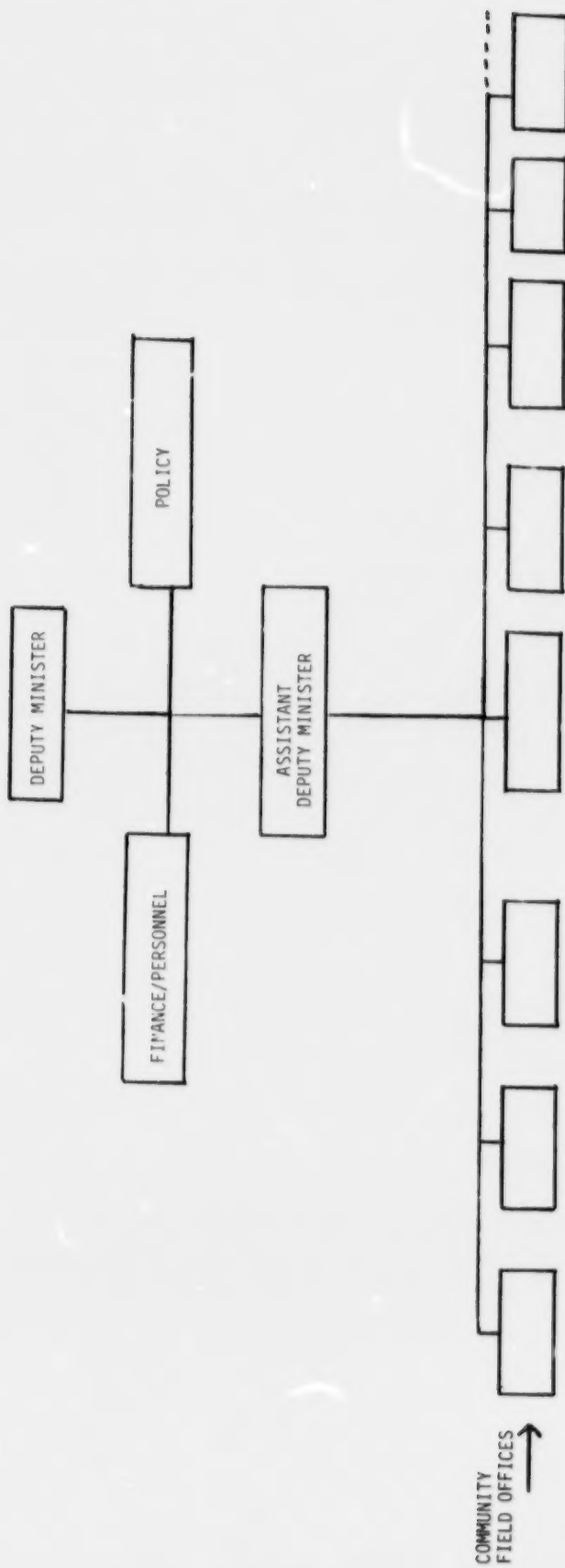
ii) with two Assistant Deputy Minister's for large regions.
e.g.



- i) Has wider span of control but shorter chain of command - i.e. a flat hierarchy
- ii) Has narrower span of control but larger chain of command - i.e. a tall hierarchy.

FIGURE 4: PARALLEL DECENTRALIZATION

OPTION iii) Full Decentralization



iii) Span of control of Assistant Deputy Minister - Field Offices is too wide.

the policy and administrative support functions in a department. In Figure 2 (page 53), Personnel, Finance and Policy Planning and Analysis are basically still highly centralized. With a large region it is conceivable that the managers in the department would prefer to delegate some personnel and financial administration functions to the regional superintendents, and possibly even to give each regional office a policy officer, and reduce the Headquarters administrative support units to co-ordination among the regions and to dealing with the central agencies in Headquarters. Taken to the extreme however this variation becomes a different model entirely which will be dealt with below as "integrated decentralization" (See Figure 5 Page 62).

There is one other set of organizational options that fit within the parallel decentralization model and these are illustrated in Figure 3 (Page 55). These variations relate to the Assistant Deputy Minister's role in the department. In a fairly compact department and in a territory with for instance only three regions it might be possible to do away with the Assistant Deputy Minister completely. If the administrative support and policy functions at Headquarters are partly delegated to the regional superintendents and if the Headquarters components of these functions are combined in a single administrative unit under a Director of Policy and Administration, the three regions and the Director of Policy

and Administration could report directly to the Deputy Minister and the span of control would still only be four.

On the other hand, if the department is large and if there are four or five regions in the territory it might be preferable to have two Assistant Deputy Ministers reporting to the Deputy Minister -- one in charge of regional operations and the other in charge of administrative support and policy. Again it must be emphasized that this represents an option that would only be viable in a fairly large department, for in a smaller operation the presence of two Assistant Deputy Ministers would make the organization "top heavy".

To summarize, the general model of parallel decentralization is possibly the commonest being employed in bureaucracies everywhere. For the post-division N.W.T. it has the following benefits:

- i) It facilitates Ministerial government and achieves the goal of individual ministerial accountability for all of the activities of a department.
- ii) It conforms to the basic rule of unity of command, with clear reporting relationships; each subordinate has but one boss.
- iii) It achieves the goal of effective decentralization of program delivery.

iv) It will work in either small or large departments and in small or large regions because it is relatively unaffected or at least adaptable to a wide range of economies of scale.

v) Above all it's simple.

On the negative side of the ledger, the parallel decentralization model has the following potential drawbacks:

- i) While program delivery is decentralized, the administrative support and the policy planning and analysis functions are still centralized. Thus for the system to work in such a manner that the regional concerns are reflected in policy analysis, the Headquarters personnel must ensure that the lines of communication between the regions and the Capital are open and that there is a constant dialogue between the operational managers and the support units.
- ii) There are no built in mechanisms to insure inter-departmental co-ordination within the region. A possible solution is to establish a regional co-ordinating committee which would include all of the departmental superintendents in a given region. On paper this sounds fine but as with all committees there is no way of

forcing the different departmental officials to agree (as there is with the Regional Director system). Such a system therefore will only work if the people involved are willing to make it work. As stated above, any administrative structure is only as good as the managers who work within it.

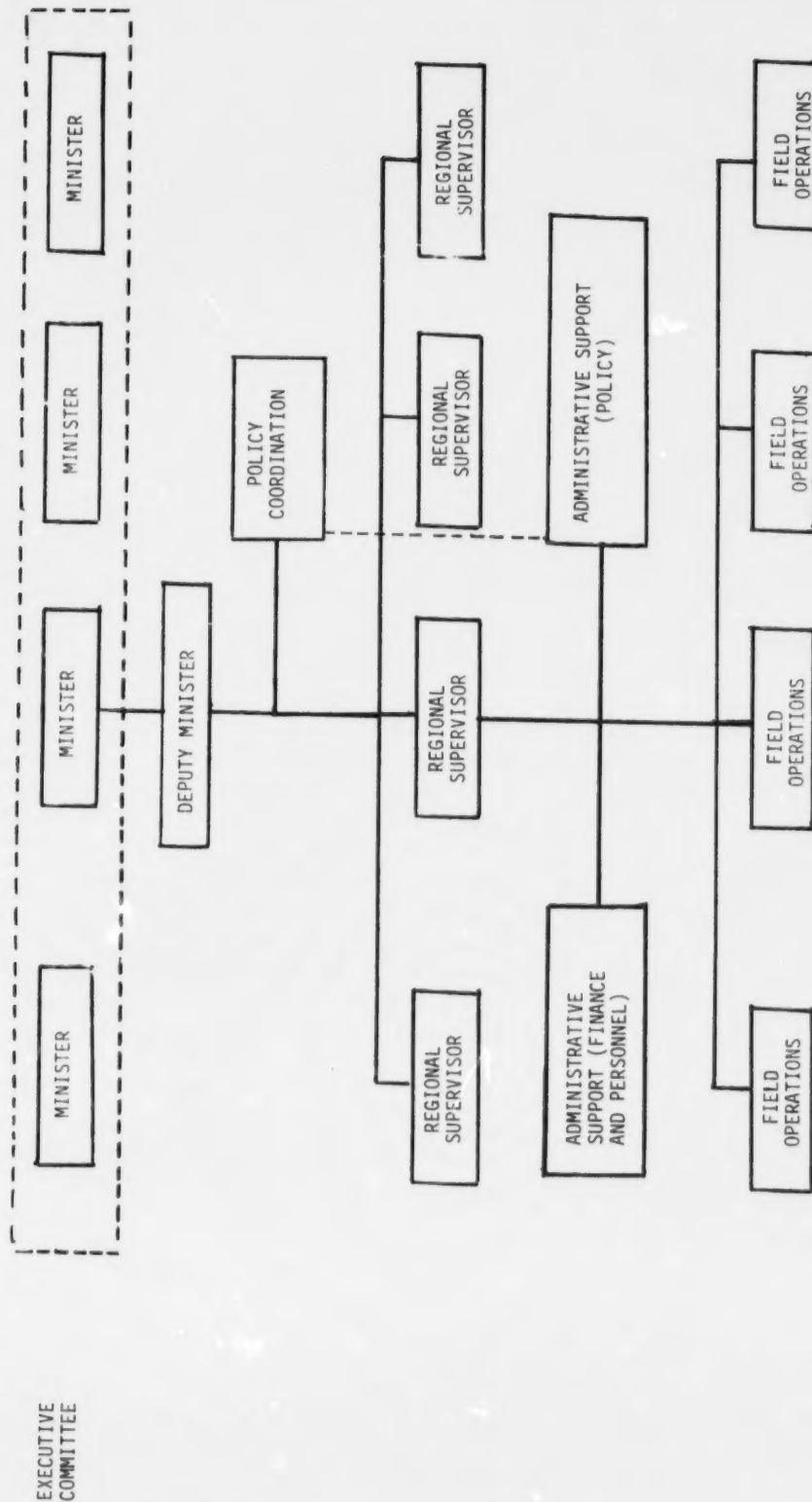
C. MODEL 3: Integrated Decentralization

What distinguishes this model from the parallel decentralization model is that for the most part both operational and admin. support and policy functions are decentralized. Each of the departments, therefore becomes a completely self contained and self sufficient unit within each region. The only responsibilities left to the office in the capital are thus to co-ordinate the regions and to represent the interests of the department as a whole when dealing with the central agencies. As can be seen from Figure 5 (Page 62), the administrative functions are delegated to the regional offices of each department and each Regional Superintendent also has a regional policy unit which reports directly to him and which can represent the policy related interests of the regional office when dealing with the Headquarters personnel.

The benefits of Integrated Decentralization are as follows:

- i) As with the parallel decentralization model, ministerial responsibility is intact. Similarly the administrative principle of unity of command is adhered to.
- ii) The delivery of services is decentralized to the regions.
- iii) The policy and the admin. support functions are also decentralized to the regional offices of each department.
- iv) Because of the degree of decentralization, the Headquarters component of each department's regional office will be a self contained administrative unit.

FIGURE 5: INTEGRATED DECENTRALIZATION



The negative features of integrated decentralization are as follows:

- i) While the fullest possible amount of authority is delegated to the regional offices of each department, there is no mechanism to insure the co-ordination of program delivery or policy among the departments in each region. However, as with the Parallel decentralization model inter-departmental co-ordination within the region can still be achieved (in principle) through interdepartmental committees. In the case of the integrated model, this can be tackled either through a committee of the Regional Superintendents of all the departments in a region or through a regional co-ordinating committee composed of the policy officers of each department (or both). The limitations of committee type decision making all apply to these options, and the success or failure of the committees will in the final analysis depend upon the willingness of the regional people from the various departments to co-operate.

- ii) In smaller regions the integrated style of decentralization will not be efficient in terms of economy of scale. On the other hand, cost efficiency may not be as important a consideration as the need to create genuinely autonomous regional offices.
- iii) This model will not be appreciated by either the Deputy Ministers or by the more activist ministers, for, particularly with respect to the policy function, they will prefer to have it located close at hand. One sub-option that can counter this would be to decentralize the admin. support functions to the regions but to keep the policy function in Headquarters, with the exception (possibly) of a Policy Officer in the larger departments in the larger regions.
- iv) The location of departmental admin. support functions in the regions will weaken the Headquarters role in these areas in each department. This is the manifest purpose of integrated decentralization. However, an unanticipated consequence may be that the central agencies unchecked by strong departmental admin. support units in Headquarters,

will become still more powerful. In other words, strengthening the regional offices of the departments will weaken the Headquarters components that keep the central agencies from becoming too powerful.

- v) All in all, the integrated model may be more suitable for larger bureaucracies than for small ones, but it contains features worth considering.

D. MODEL 4: Ministerial Federalism

A more radical model, but one which has been mentioned as a serious option by a number of territorial public servants is what might be dubbed "Ministerial Federalism" or (for reasons that will become clear as it is explained), a "Regional Envelope System". The essence of this system is that the spatial principle of departmentalization is applied right at the top of the bureaucracy. The critical feature of such a system is that there will be only as many departments as there are regions in the new territories. There will be a minister responsible for each region, and a Deputy Minister for each region who reports directly to the Minister. Thus, for example, in the existing Government of the N.W.T., instead of Ministers and Deputy Ministers of

Health, Social Services, Public Works, etc., there will be instead be a Minister and Deputy Minister of Keewatin, Kitikmeot, Baffin, Fort Smith, etc.

As can be seen in Figure 6 (Page 67), within each region departments will still be organized according to function, but the senior official in each department will be located within the region. There will be no Headquarters components for the functional departments located in the Capital.

The key to such a system would lie in the budgetary system. If control over the allocation of funds to the various programmes is retained in the Capital, the end result would be that the non-departmental central agencies such as Financial Management Secretariat would acquire awesome power. Hence Ministerial Federalism could only work if the Executive Committee were to settle on "expenditure envelopes" for each region before the preparation of the estimates. Then each region would be responsible for the allocation of funds to the various programmes within the regions, according to purely regional priorities.

This is a system which is untried but one which has features that are extremely attractive to those who advocate strong regional autonomy.

FIGURE 6: MINISTERIAL FEDERALISM

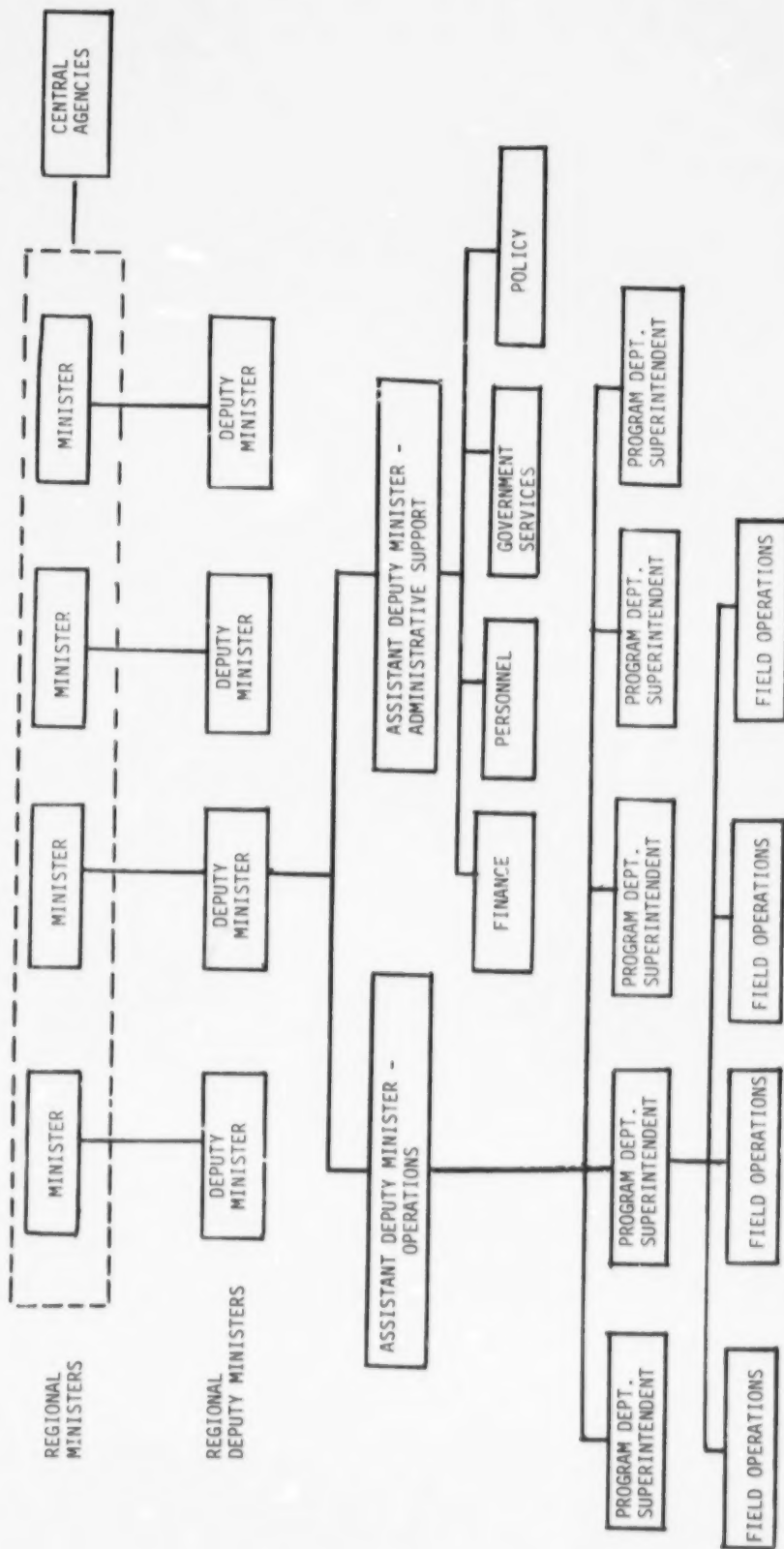
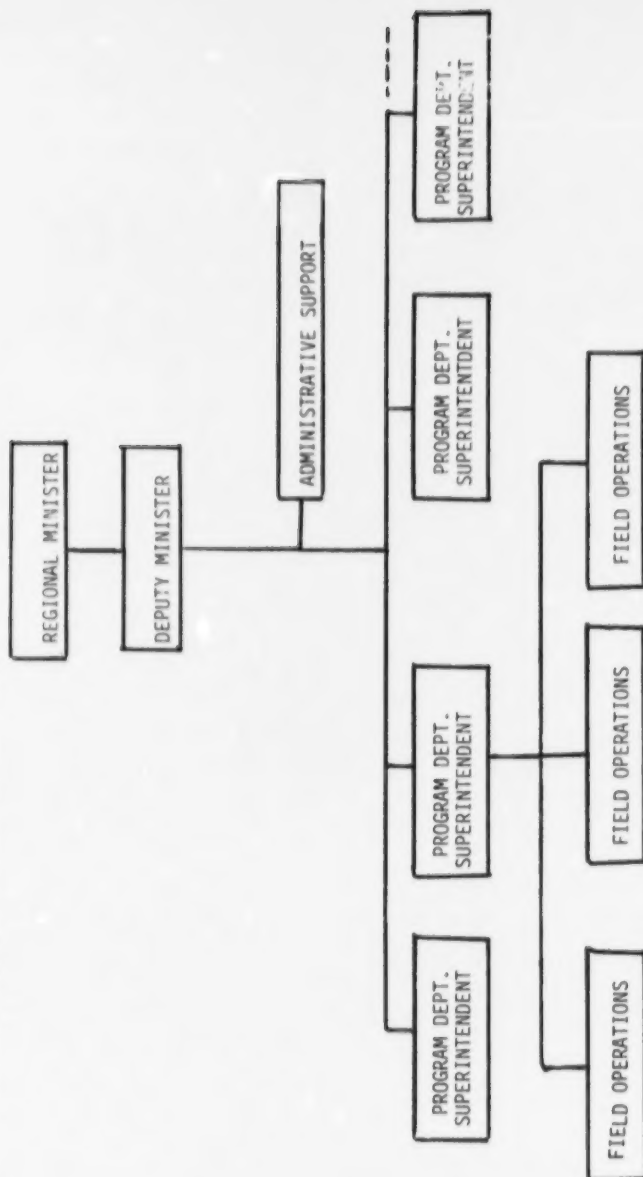


FIGURE 7: MINISTERIAL FEDERALISM

OPTION: No Assistant Deputy Minister in small regions.



The benefits are as follows:

- i) It provides the fullest regional autonomy short of making each region an independent territory.
- ii) It retains the basic principle of ministerial government with individual ministers being fully responsible for all of the activities of the bureaucracy within the region.
- iii) The principle of unity of command remains intact. If Assistant Deputy Ministers are inserted between the programme departments and the Deputy Minister for the region, the span of control can be kept manageable.
- iv) The regions can opt for different internal administrative structures depending on perceived local needs.
- v) The co-ordination of programs within the region would be facilitated to an extent not possible with any of the other models.

The potential difficulties that could emerge with Ministerial Federalism are as follows:

- i) Regions could choose not to allocate any money to a given programme and thus have an effective "opting out" power for all territorial ordinances. If this were to occur,

legislative priorities established by the Assembly could be thwarted by the region's manipulation of budgetary priorities - the result would be a lack of any consistency in the range or quality of services delivered to the public in the various regions of the territory.

An option or a modification to the Ministerial Federalism Model might be for the Legislative Assembly or the Excom to "fix" a certain amount of the budget to cover ongoing programmes; ie. centrally determine the amounts to be spent by the regions on the programmes through the "A Estimates" and then allocate "B" budget envelopes to the regions which could be allocated among new programmes according to regional priorities. In this way consistency in each program across regions would be ensured to a pre-established base level while discretionary, "no strings attached", funds could be dedicated to whatever the regional ministries should decide.

- ii) Powerful regions might tend to dominate the system even more than they do now and asymmetrical relationships between "have" and

"have-not" regions within the territory could be exaggerated rather than reduced over time. Presumably the larger regions would receive larger discretionary expenditure envelopes than the small ones which tends to entrench the disparities. Furthermore, in the case of interregional disputes as to which region should get how much, the regions with more M.L.A.'s would tend to dominate the process.

- iii) While individual ministerial responsibility can be maintained, the collective responsibility and the collegiality which is so critical a part of responsible government could well break down entirely with the Ministerial Federalism model. Because Ministers are regional advocates and not responsible for a single portfolio over all regions, there would be no reason to compromise when determining the size of the regional spending envelopes. In the southern provincial model or the Federal Cabinet system, Ministers are responsible for functional portfolios, but the Cabinet is selected, by convention, so that there is representation of all regions

in the collectivity. The check on "regional chauvinism" therefore is that each Minister can only "play favorites" in one functional area; ie. for instance, if a Minister of Education were to favour his own region too much in allocating capital resources for schools, his region might end up being shortchanged by other Ministers in other program areas. In the purely regional ministry concept, such checks and balances would be difficult or impossible.

- iv) This model would likely preclude the development of a party system for if the Territorial Legislature moved to party politics it is conceivable that the government party might not elect an M.L.A. from one of the regions. In this case, the Minister for that region would have to be from another region which could conceivably place him/her in a conflict-of-interest situation.
- v) From a strictly administrative perspective the economies of scale will vary greatly from large regions to small ones. As a

result with this system the smaller regions would end up having to spend a lot more per capita on their bureaucracies and thus a lot less would be left per capita to spend on the actual programmes.

E. MODEL 5: Excomm - Manager

This model is a synthesis of many concerns expressed by various senior territorial public servants both in Headquarters and in the regions, although the basic institutional form is reflective of the style of administration employed in a number of large municipalities in the south (eg. Edmonton, Burnaby, London, Ontario, Quebec City). While it has never been tried in a provincial government, it has proven very effective where there is no party system in place, and where the economies of scale are a significant consideration. Both of these conditions exist in the N.W.T. currently and while it is conceivable that party politics could evolve in one or both of the post-division governments, certainly the economies of scale will continue to be a serious consideration in both Nunavut and the Western Territory indefinitely.

The key to the Excomm-Manager system is that collective responsibility of the Executive Committee replaces individual

ministerial responsibility. This however does not preclude the representation of regions within the Excomm nor should it be seen as standing in the way of individual Ministers specializing in the affairs of functional portfolios. The commonest manifestation of this model in the southern municipalities is for a committee system within the Legislature or the Excomm to monitor the affairs of the various departments.

Thus, for instance, within the Territorial context, the Excomm would sit as a Standing Committee on Health and Social Services, Renewable Resources and Economic Development, Public Works and Government Services etc.

While the membership on these committees might overlap a great deal the Chairman would be different for each. Thus the Departments of Health and Social Services would report to the Legislative Assembly through the Chairman of the health and Social Services Committee but the actual responsibility for the affairs of the Departments would be shared by the Excomm as a whole.

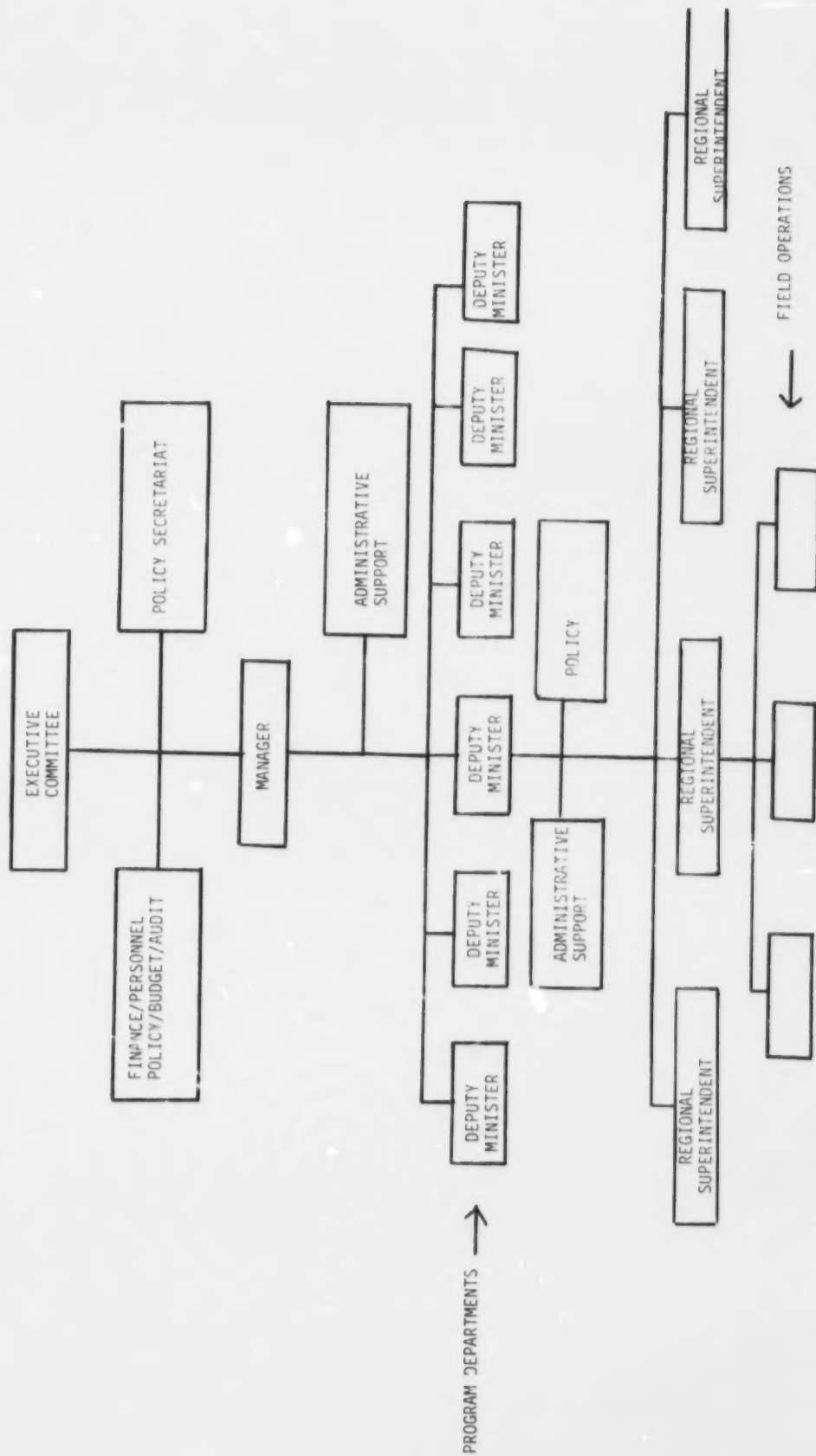
The other structural quirk which distinguishes this model is that operations -- the actual delivery of programs -- would be co-ordinated through a Territorial Manager or a Chief Administrative Officer who reports formally to the Excomm as a collectivity but practically to the Chairman of the Excomm. Below the level of the Manager, all of the options discussed

above could be adopted without prejudice to the basic model; hence the public service could be departmentalized spatially/regionally (Figure 8 Page 76) or functionally (Figure 9 Page 77) and within the lower administrative units the decentralization of admin. support functions could be either parallel or integrated (See Figure 3 Page 55 and Figure 5 Page 62).

The potential benefits of this model are as follows:

- i) It can be made compatible with either a consensus or political party based legislature.
- ii) With the regional departmentalization model, the Manager-Excomm model achieves all of the benefits of the current Regional Director - Commissioner model (Figure 1 Page 47) but without the problems. That is, the lines of accountability are clear, the principle of unity of command is adhered to, the principle of responsible government is affirmed (although collective responsibility supplants individual ministerial responsibility), the autonomy of the regional operations and the co-ordination of program delivery within the regions are both maintained.

FIGURE 9: EX-COMM/MANAGER FUNCTIONAL MODEL



- iii) The notion of unconditional discretionary grants to the regions -- "B" budget Regional Envelopes -- as discussed above could be made compatible with this system.
- iv) The system can work with a fairly small Headquarters component and hence, at least initially, the pitfall of a top heavy bureaucracy can be avoided.

The potential problems with such a mode are as follows:

- i) It is untried in the context of a senior government. It will be alien to most of the senior administrators in the current territorial public service and as a result it will likely be resisted at its inception.
- ii) The Manager will be potentially a very powerful person in the system. The Excomm will have to ride herd very closely on this official to see that his power is exercised in a manner compatible with the priorities of the elected members of the Legislature and the Excomm. This can be allayed to some extent if the Manager's role is strictly limited to operational co-ordination and not allowed to infiltrate the policy process.

- iii) Because policy analysis and admin. support (financial control and the budget) will be concentrated at the top/centre of the system, there is a danger that the central agencies may become too powerful. One counter to this is the option of having policy officers in each of the departments and/or in each of the regions who will 'liaise' with the personnel in the Policy Secretariat in Headquarters. In this way the responsibility for policy development can be shared between Headquarters and the regions, with the one acting as a check on the other.
- iv) If the functional departmentalization model (Figure 9 Page 77) is selected, the span of control 'Manager-programme departments' may be too wide. One option to counter this would be to have two Managers - one for operations and one for administration.

In sum we have put forward a number of organizational options for the post-division N.W.T.. None of these is perfect and the models range from very conservative and traditional to fairly radical and innovative ones. What is to be kept in mind is that many of the components of the various models are interchangeable. In other words, the models do not

represent clear choices, but serve as illustrations of the sorts of institutional features that are worth considering. The next phase of this exercise is to move from the general consideration of models to the department by department designing of detailed organization charts. These will provide fairly accurate assessments of the person year requirements for staffing the post-division bureaucracies of both Nunavut and the Western Territory.

SECTION III

NUNAVUT: POST-DIVISION ADMINISTRATIVE STRUCTURES

SECTION III - (1) INTRODUCTION

NUNAVUT: POST-DIVISION ADMINISTRATIVE

STRUCTURES

1. INTRODUCTION

At the time of the writing of this report the Nunavut Constitutional Forum is engaged in the complex process of drafting a constitution for the new Eastern Arctic Territory. This is perhaps the most important part of the process that will culminate with the establishment of anew ogvernment in Nunavut.

Constitutions are like the "souls" of governments. They enshrine the basic values and principles upon which a government is founded and they define the relationship between a government and its citizens by setting the limits within which government can legitimately operate. Constitutions also define the basic institutions of government. For instance, in Nunavut, the constitution will define the nature and role of the Legislative Assembly, the form of the Executive branch and the basic adjuducative mechanisms to be employed in the settlement of disputes between citizens and their government.

What a constitution does not do is define the specific policies and programs that will apply in the new political community, nor does it provide the machinery for implementing those policies and programs. The former will be the

responsibility of the elected representatives of the people of Nunavut and the latter is ultimately the responsibility of the public service of the new territory. The initial task of the new Legislature of Nunavut will be made easier by the fact that currently there are programs in effect which, while originally established by the Legislative Assembly of the "undivided N.W.T.", can continue in effect until the new government decides to change them. In this respect the 'maiden' Legislative Assembly of Nunavut will not have to start from scratch, in defining the basic services to be provided for the people of the new territory.

However, when it comes to the implementation of the existing programs in the new territory -- essentially, the role of the public service -- the Government of Nunavut must face some very practical problems. Clearly the programs that are in existence now in the N.W.T. are being delivered to the people of the communities that will be a part of Nunavut. There are field and regional personnel in place in those communities at the present time and it can be reasonably expected that most of those public servants will continue to do their jobs through the period of transition. The problem is that the field and regional people can do their jobs effectively because they are backed up and supported by a large administrative apparatus which, at the present time, is located in Yellowknife. If that support is to be continued

through the transitional period in Nunavut, there must be a second set of administrative structures in place in the Eastern Arctic virtually from the outset.

It is the task of this report to recommend a set of Headquarters administrative structures that will permit the Government of Nunavut to assume the program responsibilities of the current Government of the N.W.T. without any interruption of the delivery of services to the people of the Eastern Arctic and without any significant reduction in the level or quality of those services. Because there are a number of uncertainties concerning the nature and size of Nunavut and some unknowns concerning the governmental form that will be recommended by the Nunavut Constitutional Forum, we must make some basic assumptions in order to design administrative structures for the new territory. These have been dealt with in an earlier section (in part) but they must be reiterated and and elaborated somewhat before proceeding with the body of our recommendations.

A. Uncertainties and Operational Assumptions

It must be asserted at the outset that these assumptions are in no way reflections of the Sub Committee's preferences nor are they intended to influence the ultimate political and constitutional decisions that will have to be

taken by the Nunavut Constitutional Forum and the people of Nunavut. Where possible we have made assumptions that are in the middle of a range of possibilities. This gives us a base point from which to work that will permit us to recommend administrative structural options that can be adaptable. Above all, in a situation of uncertainty, the best option is the one that permits the greatest flexibility. In this way, when unknowns become 'known' the extent of the adjustment required will be minimized.

i) The Boundaries of Nunavut

We have defined a number of possible boundary scenarios for Nunavut in a previous section of this report. In this previous paper we assumed that the southern boundary of Nunavut will be contiguous with the current southern boundary of the N.W.T.. We also assumed that if the northern boundary of Nunavut was to be different from the current N.W.T. boundary (ie. with a "Federal Preserve" in the high Arctic) the only communities likely to be affected directly would be Grise Fiord and Resolute. The population involved is fairly small and its inclusion or exclusion in Nunavut would not have serious administrative ramifications. Hence, we have simply assumed that the northern boundary of Nunavut will be contiguous with the current N.W.T. boundary.

The most significant unknown with respect to the boundary of Nunavut is the line between Nunavut and the Western N.W.T.. Here we posited three possible scenarios ranging from a "smallest Nunavut", which would include the Baffin and Keewatin regions and the Eastern communities of Kitikmeot, to a "largest Nunavut", that would include Baffin, Keewatin, Kitikmeot and the Inuvialuit communities of the Inuvik region. In our recommendations for transitional administrative structures for Nunavut, we have assumed the "middle" scenario which has the Baffin, Keewatin and Kitikmeot regions in the Eastern Territory. This permits us to draft organization charts for the Nunavut administrative Headquarters which, with a slight reduction in size could be implemented in the "smallest" scenario or, with a slight increase in size, could be implemented in the "largest" scenario.

Where the different boundaries could have a significant impact on administrative structures is not so much at the Headquarters level but rather in the regional organization. In the "large Nunavut" scenario, for instance, some portion of what is now the Inuvik Region in the N.W.T. administration would be included in the new territory. While one option (which might seem sensible superficially) would be to simply tack the Inuvialuit communities onto the Kitikmeot region for administrative purposes, the political aspirations

of the people of the Delta to establish a Western Arctic Regional Municipality (WARM) would in all likelihood render that solution unacceptable. Moreover, senior administrative personnel in the Kitikmeot regional offices attested to the fact that any extension of their region to the West would create serious administrative and communications problems as well. The best solution would seem to be simply the creation of a "Western Nunavut" region to include the Beaufort-Delta Inuvialuit communities. At the other end of the spectrum, in the case of a "small Nunavut" the Kitikmeot portion of Nunavut would be left with but three small communities and a population of around 1,200. When this is contrasted with the Baffin region which has a population of 7,500 there could be significant problems in providing the same scope of services and the same quality of program delivery in regions of such widely disparate size. Again the superficial solution would be to tie the Eastern Kitikmeot communities to the Keewatin.

However, there are historical reasons for keeping these communities in a separate region and in some cases the linguistic and cultural ties are closer to the people in some of the Baffin communities than they are to the Inuit of the Keewatin. Suggestions offered by people interviewed in the regions included the creation of a new region to include Coral Harbour and Repulse Bay in the Kitikmeot region, and/or the splitting of the Baffin Region into two separate regions for

administrative purposes. One final option, but one that was not widely supported in the regions, was the abandonment of the regional offices altogether. None of these solutions was met with solid, let alone unanimous approval, even among the administrative personnel interviewed. Hence, with the above cited as cautionary note only, it is probably safest to assume that at least in the short run after division, the regional boundaries and by implication the regional administrative structures will have to remain fairly much the same as they are at present with ad hoc adjustments introduced to deal with immediate and urgent problems.

In sum, we are assuming that the regional structures will remain approximately the same as they are now with some adjustments to get Nunavut through the first months, during which time the appropriate administrative and political people will have to make some hard choices as to the nature of regional bureaucratic institutions. We are also assuming, in the process of designing departmental Headquarters components for the transition, that the "middle Nunavut" boundary scenario (the three Eastern-most regions) is what we will plan for. This is of course with the clear expectations that when the political and constitutional decisions are taken and the boundary question is resolved, that these middle range organizational options are the ones most easily adjustable to the wide range of possible boundary outcomes.

ii) The Capital of Nunavut

The only assumption that we have made with respect to the capital of Nunavut is that there will be one. It is understood that the Nunavut Constitutional Forum has left open the option of not having any capital at all. While the details of this option have not been specified as yet the basics of the proposal are that different departments would be located in different communities throughout the territory, so that many communities instead of just one could enjoy the benefits and suffer the consequences of having a significant number of public servants living amongst them.

If the Nunavut Constitutional Forum opts for this there will have to be an enormous research effort in order to carefully plan and design such a system, for there are no experiments or examples of this to be found in any country, state, province or territory anywhere in the world. In other words the system would have to be invented out of thin air, and such an enterprise would seem to be beyond the current mandate of the Sub-Committee on Division.

iii) Federal Largesse

One of the greatest uncertainties in the planning and design of transitional administrative structures for Nunavut is how much money the Federal Government is going to be willing to put aside for the operational expenditures of the new territory. (the opposite side of the coin, which must

be faced by the people of the Western N.W.T., is by how much will the Federal Government cut back on its current gross transfers to the G.N.W.T. when it no longer includes Nunavut?).

While the focus of this report is on organizational planning and design and hence concentrates upon person years rather than dollar expenditures, the two are inextricably related. Hence, if the Federal Government is generous in its transfer payments to the new territory, the public service of that territory can afford larger and more specialized departments than if the Feds decide to be more frugal. Our approach to this uncertainty has been to plan for a fairly well appointed Headquarters for the various departments -- a "fat Headquarters" scenario -- and then to offer suggestions and where appropriate additional organization charts that provide a "lean Headquarters" option. Our aim is thus to offer a model for Nunavut departmental Headquarters based on the bare minimum of person years required to start operations as well as offering a model that is simply a scaled-down version of the current N.W.T. departments. The method we employ to calculate the necessary reductions in person years will be dealt with in a later section of this Introduction.

iv) Human Resource 'Pool'

Less an uncertainty than a given in our

analysis is the fact that the recruitment of qualified personnel to fill the positions in the new territorial Headquarters will be a significant problem. The human resource pool in the Eastern Arctic is small to begin with and when this is combined with the scarcity of Inuit trained to fill bureaucratic positions the problem of staffing the new administration will be one of the most serious challenges facing the maiden Government of Nunavut.

The potential solutions to this problem range from recruiting the required personnel from the south and/or from Yellowknife, to severely limiting the person years component of the new administration. The former could have serious disruptive social impacts on the new capital and also could alter the overall "personality" of the new administration which would be seen as alien entity in the crucial formative years after division. Moreover, there is no guarantee that high quality public servants from the south (or from Yellowknife) would be willing to accept positions in the Arctic. In fact, when interviewing senior territorial public servants in Yellowknife, very few avowed any interest at all in moving to the Eastern Arctic, and most judged that there would be only a limited number of even their junior personnel who would be willing to pursue careers in Nunavut.

The latter solution, that of exercising severe restraint in the design of the new departments, would likely

be more satisfactory as long as the departments are not so "lean" that they cannot deliver current services to meet acceptable standards of quality.

v) Extent and Style of Decentralization

In a preceding section we have discussed the modes of decentralization in organizations and tried to elaborate the pros and cons of the various models. However, we also pointed out that the ultimate choice of administrative style will be in part a political one, depending upon the overall constitutional design of the new territory, and as noted above, upon the boundary that is agreed upon.

Hence, the approach taken here is to assume that at the outset the new administration will be at least as decentralized as the N.W.T. is today and that the Government of Nunavut will have to modify and adapt the post-division system according to political priorities and changing circumstances.

The result of this is that the regional offices will remain pretty much as they are today and that our recommendations will be addressed almost exclusively to the nature and size of the Headquarters components in the new bureaucracy.

vi) General Philosophy of Administration

If there is a general trend in the philosophy of public administration in the current G.N.W.T. it is towards more "rationalist" systems of planning, evaluation and control. This trend is manifested by the increased use of sophisticated quantitative tools and an increased dependence on computers in areas such as accounting, budgeting, manpower-planning and evaluation, and the maintenance of various clientele inventories, records and registries.

Much attention within the Territorial Public Service, in the Legislative Assembly, in the media, and even among the general public has been paid to systems such as F.I.S., P.I.N.G.O., etc. It is impossible to predict at this time whether the Government of Nunavut will opt to continue in the same direction or to revert to simpler "manual systems". For the most part the software packages could be fairly readily transferable to the new Territory if the "hardware systems" -- the model and make of computers -- are the same, or at least compatible.

The uncertainty here however, flows from the fundamental problem of hardware costs and whether the priorities of the new territory will permit the significant initial capital outlays required. There is a possibility that at the outset Nunavut could purchase or rent time on the

existing computers in Yellowknife until such time as the funds become available for 'going it alone'. The wisdom of such an option is that the regional offices all have their own computers at the present time and also have established systems that utilize these machines. Hence, in the design of Headquarters components for the various departments we have assumed that the new government will continue with the same basic approach to administration. If the new government should decide to abandon the rationalist style and the quantitative systems, the person year requirements will be changed. Such changes might be less in terms of total numbers than in terms of the types of skills required -- ie. there would be less demand for data entry clerks etc., but increased demand for personnel familiar with more traditional manual systems of accounting, records-keeping, filing etc.

B. Method of Analysis

The basic research problem in designing the Headquarters components of the departments of Nunavut is to reduce them in size from the current person year establishment in Yellowknife. In order to establish a base line figure -- a target -- for each department we have calculated a number of ratios:

- i) In the case of some departments whose program activities are population sensitive the basic assumption is:

$$\frac{\text{Pop. of Nunavut}}{\text{Pop. of N.W.T.}} = \frac{\text{Person Years Nunavut Dept.}}{\text{Person Years NWT Dept.}}$$

Programs which are largely sensitive to population are those delivered by departments such as Social Services.

- ii) Other departments deliver programs which are also sensitive to the number of communities being served. Thus, a further assumption is that there will be a relationship between the number of communities and the size of the department.

$$\frac{\# \text{ of Communities Nunavut}}{\# \text{ of Communities N.W.T.}} = \frac{\text{Person Years Nunavut Dept.}}{\text{Person Years N.W.T. Dept.}}$$

The Department of Local Government is the best example of a department whose programs are "community sensitive" - the more communities the larger the department must be to deliver the programs. In a related way a department such as Health's person year component will be sensitive to the number of schools and Social Services to the number of communities that must be staffed with a

Community Social Services Worker.

- iii) Another ratio which will help to assess the Person Year requirement of the Headquarters component of a department in Nunavut is:

$$\frac{\text{HQ Person Years Nunavut}}{\text{Field/Region Person Years Nunavut}} = \frac{\text{HQ Person Years NWT}}{\text{Field/Region Person Years NWT}}$$

Thus, we are also assuming that the size of the Headquarter component will be related to the number of personnel in the field and regional offices of the department. This ratio likely has relevance for all departments except Health, for instance, which has no field or regional component.

- iv) Finally we have assumed that there will be a relationship between the size of the central agencies and service departments and the overall size of the public service.

$$\frac{\text{Person Year Serv Dept NWT}}{\text{Total Person Years GNWT}} = \frac{\text{Person Year Serv Dept Nunavut}}{\text{Total Person Years NWT}}$$

Thus the size of a department such as Finance or Personnel will be related to the overall size of the public service. The same will be true for the Department

of Government Services.

Having specified some of the ratios that can be employed to establish a base line target for the size of the new department in Nunavut, it must be remembered that this provides only a starting point in the analysis. There are other factors which must be accounted for when estimating the person year requirements for any department. Perhaps the most significant variable and the one that will apply most consistently is that of negative economies of scale. The smaller a department is to begin with the more difficult it is to reduce it in size proportionally to the dimensions of Nunavut. Thus, in virtually all cases, the factor of diseconomies of scale will mean that the base line person year targets provided by the ratios will be smaller than the actual person year requirements for Nunavut.

There are also a larger number of variables which can have an effect on the person year requirements of the departments of Nunavut which we have dubbed "Nunavut Specific" factors. These are the idiosyncratic circumstances and features which are unique to the new territory and which will cause the person year requirements of the Nunavut public service to deviate from the base line targets. Examples of Nunavut specific variables are factors such as the fact that there will be little requirement for teaching of Athabaskan languages in the new territory and as such the Department of

Education can eliminate its curricular advisors in that area. In a similar way there will be little or no requirement for forest fire specialists in the new Department of Renewable Resources and because there is only one hospital in the Eastern Arctic the Hospital Services Branch of the Department of Health will have a reduced role in the new Territory. These are all examples which might permit us to recommend a smaller than proportional person year complement for the new Territory in a given department.

At the opposite end of the spectrum, there are also Nunavut specific factors which will cause the Nunavut person year requirement to be proportionally larger than the N.W.T. requirements. The best example here is the training component of the departments. Because the new Territory will face serious staffing problems in the immediate post division period, the necessity of training natives of Nunavut to fill positions in the bureaucracy will exceed the requirements in the older and better established Western Territory.

Having defined the basic approach to establishing the person year requirements of the Headquarters components of the departments of the new Territorial Government we must also enter a brief caveat. It must be recognized that all such estimates are still only approximations. Much of the burden of staffing and organizing the new Territory will fall to the political leaders of Nunavut and to some of their top public

servants. The person year requirements of the new territory can only be established ultimately through experimentation and trial and error over a number of years. The aim of the organizational designs and estimates of person year requirements offered here is to provide a reasonable starting point from which the necessary adaptations and adjustments can be made with a minimum of disruption of the delivery of essential services to the people of Nunavut.

In light of the above, the Nunavut Constitutional Forum should perhaps consider the establishment of an interim committee of officials and elected members (with a "Transition Secretariat") before the actual division takes place. This committee would be responsible for planning the transfer, staffing the new public service and for overseeing the development of the new bureaucracy. The complexity of the process and the necessity that the transfer be as smooth as possible would seem to make it imperative that the process be initiated some time before the actual moment of formal division.

C. The Organization of the Report

The basic approach to this report is to deal with the organizational planning and person year requirements for the new Territory on a department by department basis. The

aim is to explain briefly the current responsibilities of the department in the G.N.W.T., to outline the organizational features in Headquarters, and to describe the overall features of the regional operations component of the department. Having explained the current situation it is then our intention to proceed to a discussion of the general considerations to be taken account of in attempting to replicate the functions of the department in the new Territory. Here we will attempt to identify the unique characteristics of the department and to attempt an assessment of the Nunavut specific factors in terms of the ultimate organizational and person year requirements for the new department. Finally, we will provide a draft set of recommendations for the organization of the Nunavut version of the department and to offer a fairly accurate assessment of the person year requirements for the new department within both a 'fat' and 'lean' administrative scenario. In all cases we will provide detailed organization charts in order to clarify our descriptions of the current department and to more clearly define our specific proposals for the Nunavut Department.

In sum, the table of contents of each "chapter" (departmental report) will appear as follows:

- 1) Summary of Current Responsibilities of the Department;

- 2) Headquarters Organizational Features
 - description of core program activities
 - description of ancillary activities
 - description of program support activities
- 3) Regional Operations
- 4) Nunavut
 - general considerations
 - Nunavut Specific Factors
- 5) Nunavut Department
 - organization
 - person year requirements

As explained above, the main goal of this report is to provide draft recommendations for the basic administrative structures required for the transitional and immediate post-division period in Nunavut. In other words our goal is to design organizational units which can perform the functions currently being performed by the Government of the N.W.T. but in the smaller new Eastern Territory. The exercise is one of reducing the current Headquarters organizations to fit the reduced size of the new Territory and the reduced size of the new territorial bureaucracy. However, while the manifest function of this report is to "replicate Yellowknife" it must also be recognized that Yellowknife isn't perfect today. As such the building of a new territorial administration provides a golden opportunity to improve upon some of the less success-

ful features of the old system.

In the course of making recommendations for the new departments, therefore, we have not hesitated to point out potential or actual problem areas in the current system and to recommend possible remedies or solutions for those problems. But, in the main body of the report we have limited ourselves to intra-departmental rationalization and reorganization. Where the internal organization of a department in the N.W.T. appears to be lacking we have tried to point this out and to offer better ways of doing things. However, in the course of our research we have also noticed organizational problems (and in many cases have had them pointed out to us by astute senior public servants) which are inter-departmental in form. These we have not dealt with in any detail in the main body of this report but rather have decided to deal with them in a separate section of the report entitled Interdepartmental Reorganization and Rationalization. This will be a separate section of the present paper and will address itself to various organization problems and possible solutions that are of a more fundamental sort, but which might prove helpful to the senior bureaucrats of the new Territory in avoiding some of the pitfalls and mistakes that have been made by the existing G.N.W.T.. While some of these suggestions may appear critical of the current government, in fact, the intent is to offer purely constructive recommendations which have to be

viewed in the light of the fact that while not perfect, the existing system does after all work fairly effectively.

SECTION III - (2) PROGRAM DEPARTMENTS



THE DEPARTMENT OF ECONOMIC DEVELOPMENT & TOURISM

A. THE CURRENT ORGANIZATION

1. Summary

Charged overall with developing the northern economy in a manner compatible with northern lifestyles and aspirations, the Department of Economic Development and Tourism performs the following functions: maximizing the beneficial impact of non-renewable resource development and planning for general economic development; tourism - marketing, development and counselling; acting as an advocate, financier and consultant to small and medium size businesses in the Northwest Territories; and identifying and securing employment and training opportunities for Northerners.

The Department has a total of 219.1 person years, however, 82 of these positions are apprentices who work for other departments but are paid under this activity. Excluding the apprentices, the headquarters component of Economic Development and Tourism has 62 person years with 72 regional and field personnel.

2. Headquarters Activities

a) The Directorate - This activity includes the following:

i) Management - providing overall policy direction as well as overseeing the day to day operation of the Department.

ii) Administration - the provision of financial services to headquarters staff and co-ordination of regional finance and administration officers.

b) Manpower Development - This division is sub-divided into two sections responsible for the following:

i) The central function of this division is Apprenticeship and Industrial Training which includes managing, planning and developing apprentice training and tradesmen's certification and providing support functions to the apprenticeship and Tradesmen's Qualifications Board.

ii) Employment Development - seeking employment opportunities and identifying skill shortages and training requirements. Manpower Development is also responsible for the Training-on-the-Job Program, Subsidized Term Employment Program, Labour Pools, Job Rotations and Careers Program

c) Planning and Resource Development - As well as monitoring resource activities and liaising with industry and the

Federal Government, this division provides professional advice to the Minister of the following:

i) The maximization of benefits to northerners from non-renewable resource development.

ii) Territorial and Regional economic planning.

iii) Evaluation and policy analysis.

d) Tourism and Parks - The objective of this division is to stimulate economic growth through developing and promoting the tourism industry in the N.W.T. Specific responsibilities include:

i) The development of tourism and parks programs for use by the regions and tourism associations.

ii) Marketing and travel counselling.

iii) Provision of specialty skills in tourism planning to regional offices and tourism associations.

iv) Intergovernmental liaison with Parks Canada to represent the interests of the G.N.W.T.

c) Commerce Charged with assisting small businesses, this division has as its sub-activities:

i) Offering a consulting service to small businesses and disseminating relevant information to the business community.

ii) Supervision of G.N.W.T. commercial enterprises.

iii) Providing support and advice to the Canadian Arctic Co-operatives Federation and its member co-operatives.

iv) Administering financial assistance programs and providing support to boards established to review applications (Eskimo Loan Fund, N.W.T. Business Loan Fund and Special A.R.D.A. Fund).

3. Regional Operations

With the exception of planning, all of the functions out-lined above are replicated in regional offices of Economic Development and Tourism. (The Baffin region is the only region in the Eastern Arctic with a planning capacity). Manpower Development and Tourism and Parks have at least one person in each regional office handling program functions. Financial and administrative support is represented at the regional level through Administration Officers. Commerce functions at the regional level are carried out by Business Development Officers and Commercial Enterprises Project Officers.

At the community level, the Department has Area Economic Development Officers (A.E.D.O.'s), who are the true 'generalists'. They represent and carry out all departmental functions in the communities. Generally, an A.E.D.O. is based in one community with responsibility for several others. These person years fall under the commerce activity.

Charts for the regional components of the Department of Economic Development and Tourism are presented as they currently stand. (See Charts 1.6 - 1.10)

B. POST-DIVISION OPTIONS: DEPARTMENT OF ECONOMIC DEVELOPMENT
AND TOURISM

1. General Considerations

a) Core program activities in the Department of Economic Development and Tourism are Commerce and Tourism and Parks. The focus of each is the stimulation of northern economic development, which in all likelihood will continue to be the core activities in the post-division Nunavut. However, some variations in person year requirements for the eastern arctic territories can be expected for the following reasons:

i) Person year requirements for these two divisions are particularly sensitive to the level of economic activity in the region served. Small business activity, including the tourism industry, is less developed in the Kitikmeot, Keewatin, and Baffin regions than in the Western Arctic. Thus, the conclusion that could be developed is that the number of person years required in the Commerce and Tourism and Park division in an Eastern Arctic government should be less than proportional to population to reflect the smaller amount of business activity.

However, it could also be argued that while these divisions support existing industries, they also help new industries to develop. (For example, Tourism and Parks headquarters officials estimate the three eastern arctic regions

have as much potential to attract tourist traffic as does the western arctic given an adequate level of government support).

Thus, person year requirements to manage existing programs in these two divisions will be less than proportional at the start, but will have to be increased as business develops, where person year requirements to develop new business and industry will have to be greater than proportional at the outset. The two factors will likely balance each other off.

ii) As there are only two territorial parks in the three eastern regions (as contrasted with 26 in the Fort Smith region alone), the parks function of Tourism and Parks division will be greatly reduced to liaising with Parks Canada to represent the interests of the eastern arctic territory regarding Federal parks, reserves, and wildlife sanctuaries. As with the Commerce and Tourism functions, however, parks development activities may have to be supported depending upon the political priorities of the legislators of Nunavut.

iii) If the current G.N.W.T. policy of privatizing government commercial enterprises is successful, there will be a reduced need for the management function in the future. However, the assumption we must make here is that in the short run in the new eastern arctic territory there will have to be some positions allocated to this responsibility.

b) The ancillary program activities of the Department of Economic Development and Tourism are those carried on by the Manpower Development Division. While important, the Manpower Development function is secondary to the primary goal of stimulating economic activity in the N.W.T. It could be tackled by other departments such as Education, or Personnel or it could be as ancillary responsibility of all program departments. Another option, suggested by some senior Territorial public servants, was that all training and development functions should be combined in a "Department of Training" that would bring together all of the programs currently scattered about in various departments. This option will be dealt with in a later section of this report.

The Manpower Development Division is clientele-oriented. Because there are approximately 650 apprentices territory-wide (82 of whom are G.N.W.T. employees and included in the 83/84 Main estimates under Manpower Development headquarters activity) and because approximately 1/3 of the total apprentices are based in the eastern arctic regions, we can assume that in the immediate post division period, this component of the Manpower Development division in Nunavut will be proportionate to the department in Nunavut and will require a minimum of 1/3 the current person years.

The Employment Development Branch of Manpower Development may play an increased role in Nunavut by identifying new staffing and training needs resulting from businesses

established to serve the headquarters structure in the capital. Hence it is likely that the person year requirements of this section will be greater than proportional to the current department.

c) Program support activities within this department are administration, finance and policy development. Although the regions have administrative and financial functions already, the headquarters component of this activity services both headquarters personnel needs and regional offices by co-ordinating regional expenditures and lobbying on their behalf for funding with the central agencies. The person years required in this division will be roughly proportionate to the reduced size of the program division in the new department but also will be reflective of the type and complexity of financial accountability procedures adopted in the Nunavut Territorial Government.

The planning and policy function of the Department is currently largely centralized in the Planning and Resource Development division. The nature of policy and planning structures in an eastern arctic government will be contingent upon the political priority given to centralized vs. decentralized decision making. Prior to the formation of a planning branch, policy was usually developed in an ad-hoc fashion with regional superintendents channelling policy input to the headquarters directorate who would then formulate policy at this level - policy making was simply an extension of the management function;

centralization became necessary in response to rapid growth of economic activity related to resource development mega-projects. Hence with a low level of resource activity and with good channels of communication between regions and headquarters, it is possible that effective policy development could occur at the management level, without the need for a centralized structure.

2. Department of Economic Development & Tourism:

H.Q. Nunavut

Assuming that functions such as exist now in Economic Development and Tourism will have to be replicated in the Eastern Arctic Territory, Charts 1.11 - 1.14 present a fairly generously staffed headquarters component for Nunavut.

This model differs from the current organization in that the number of division has been reduced from five to four, with the policy division being attached to the Directorate. The same programs that exist now at the headquarters level will have to be implemented, although the person year establishment is reduced proportionate to their applicability in Nunavut.

The Directorate, with its finance and administration function, has been reduced proportionate to the fewer employees in a scaled-down headquarters.

Manpower Development has been sub-divided into two activities - Employment Development and Apprenticeship and Industrial Training, similar to the current headquarters structure.

Employment Development, with one person year, is a division that could be enlarged as the need for this speciality skill is identified in Nunavut. The Apprenticeship activity will continue to handle the same functions as exist in the G.N.W.T., reduced proportionate to the number of apprentices being served.

Commerce has three main activities - a business consulting service, co-ordination of co-operatives and commercial enterprises, and administration of financial assistance programs. Again, this division is scaled down to the lower level of current business activity in Nunavut.

While it has been recommended that the division of Tourism and Parks have 8.0 person years, the parks component of Tourism and Parks has been reduced to one person year. This individual will also be responsible for the planning of tourist attractions (ie. hiking trails, boat tours) for representing Nunavut interests to Parks Canada, and for developing new Territorial Parks in the Eastern Arctic. As requirements for tourism, marketing, program development and parks operations increase, this division may have to be expanded beyond 8.0 person years.

Planning has been included within the Directorate rather than having a separate structure. It can be expected that during the initial formation of Nunavut headquarters structure, policy

development will be carried out primarily by program officers and senior management staff. The need for a policy division can be reassessed as Nunavut develops and as its policy requirements become identifiable.

Charts 1.15 - 1.18 present a leaner version of the first headquarters chart for Economic Development and Tourism. All program functions are represented in this chart and the person year compliment should be adequate to allow for performance of these functions in the immediate post division period. Utilizing this leaner model in Nunavut would allow the headquarters structure to evolve its person year requirements and its internal organization according to the political and budgetary priorities of the Legislative Assembly of Nunavut.

FIGURE 1.1

DEPT. OF ECONOMIC DEVELOPMENT & TOURISM
HEADQUARTERS/SUMMARY

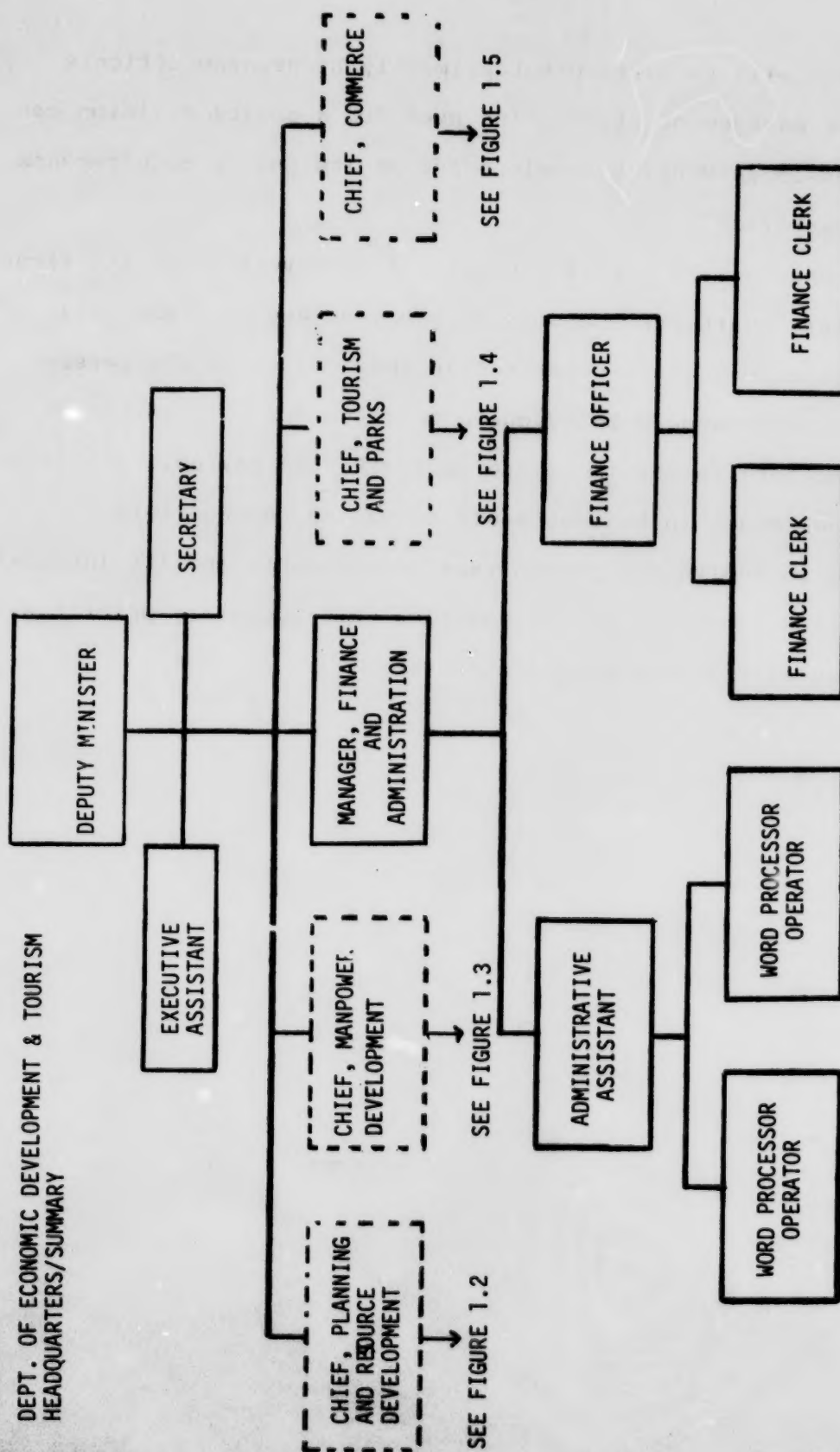


FIGURE 1.2

DEPT. OF ECONOMIC DEVELOPMENT & TOURISM
HEADQUARTERS/PLANNING & RESOURCE DEV.

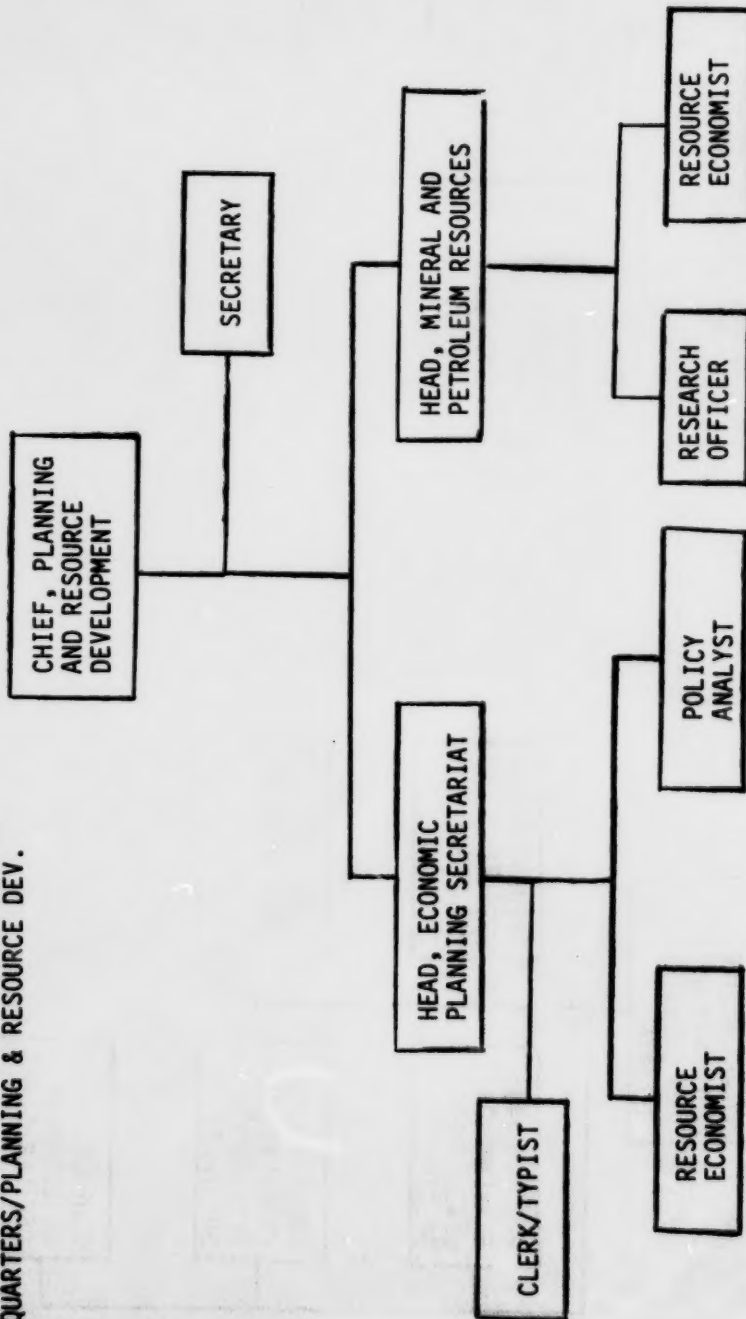


FIGURE 1.3

DEPT. OF ECONOMIC DEVELOPMENT & TOURISM
HEADQUARTERS/MANPOWER DEVELOPMENT

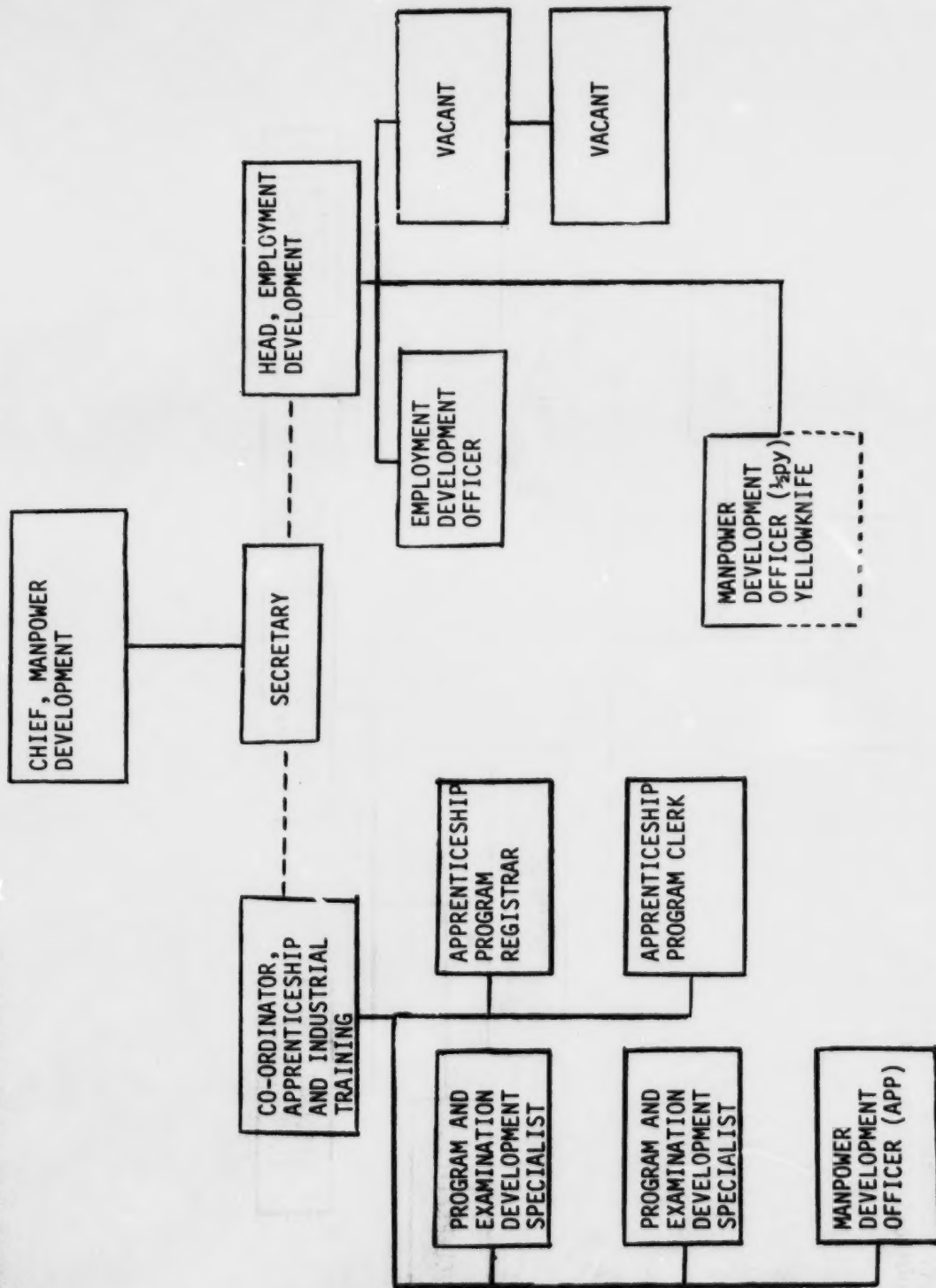


FIGURE 1.4

DEPT. OF ECONOMIC DEVELOPMENT & TOURISM
HEADQUARTERS/TOURISM & PARKS

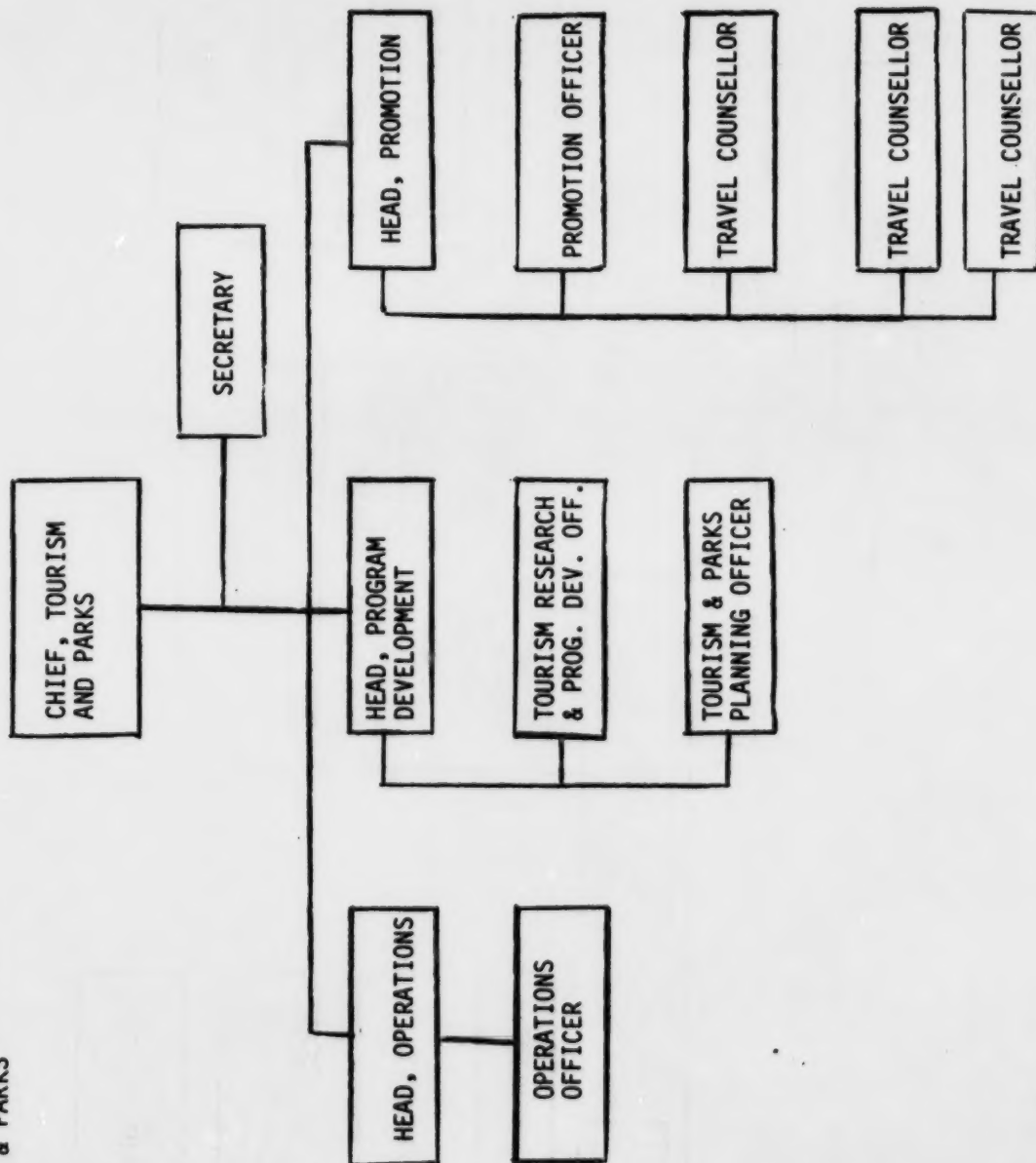


FIGURE 1.5

DEPT. OF ECONOMIC DEVELOPMENT & TOURISM
HEADQUARTERS/COMMERCE

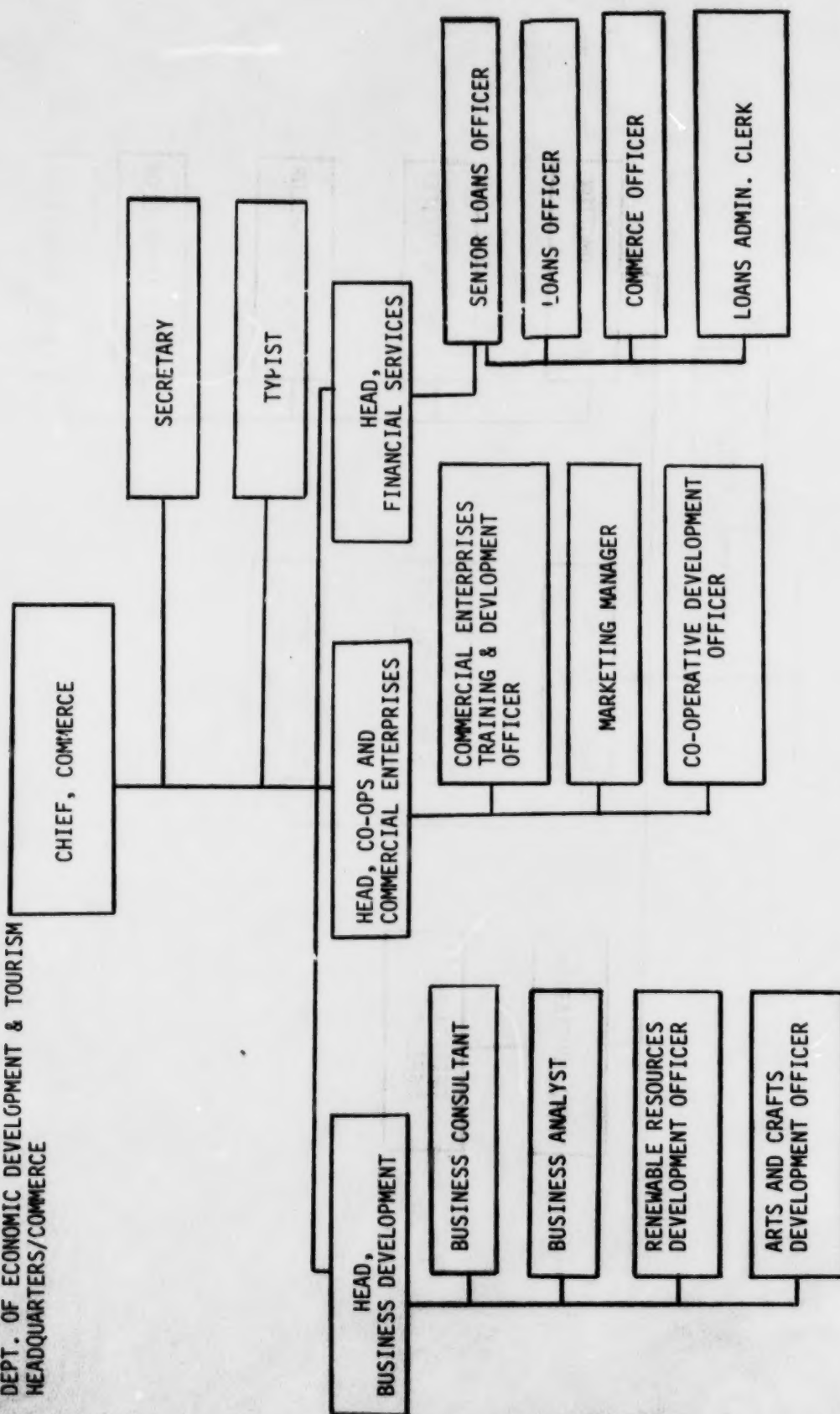


FIGURE 1.6

**DEPT. OF ECONOMIC DEVELOPMENT & TOURISM
KITIKMEOT REGION**

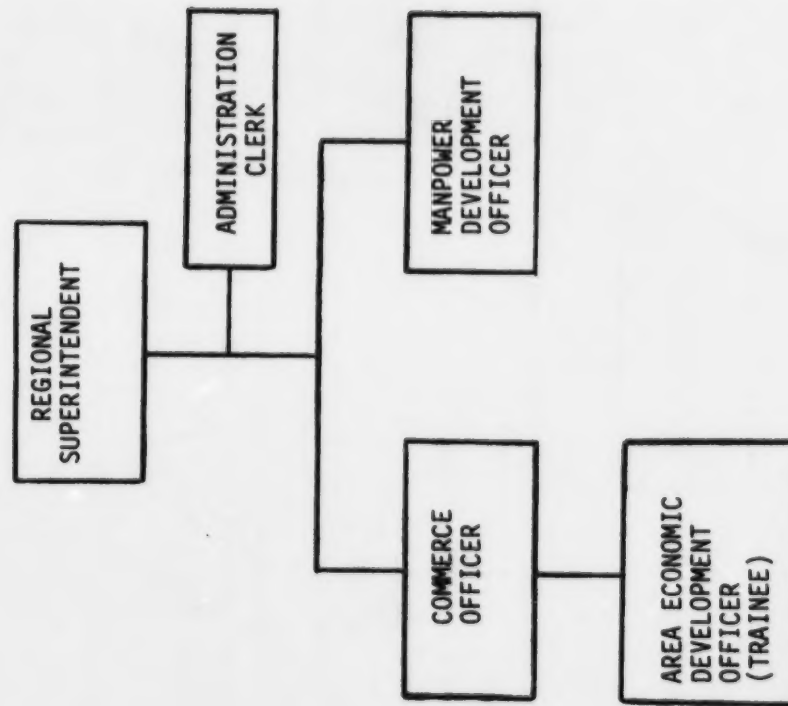


FIGURE 1.7

DEPT. OF ECONOMIC DEVELOPMENT & TOURISM
KEEWATIN REGION

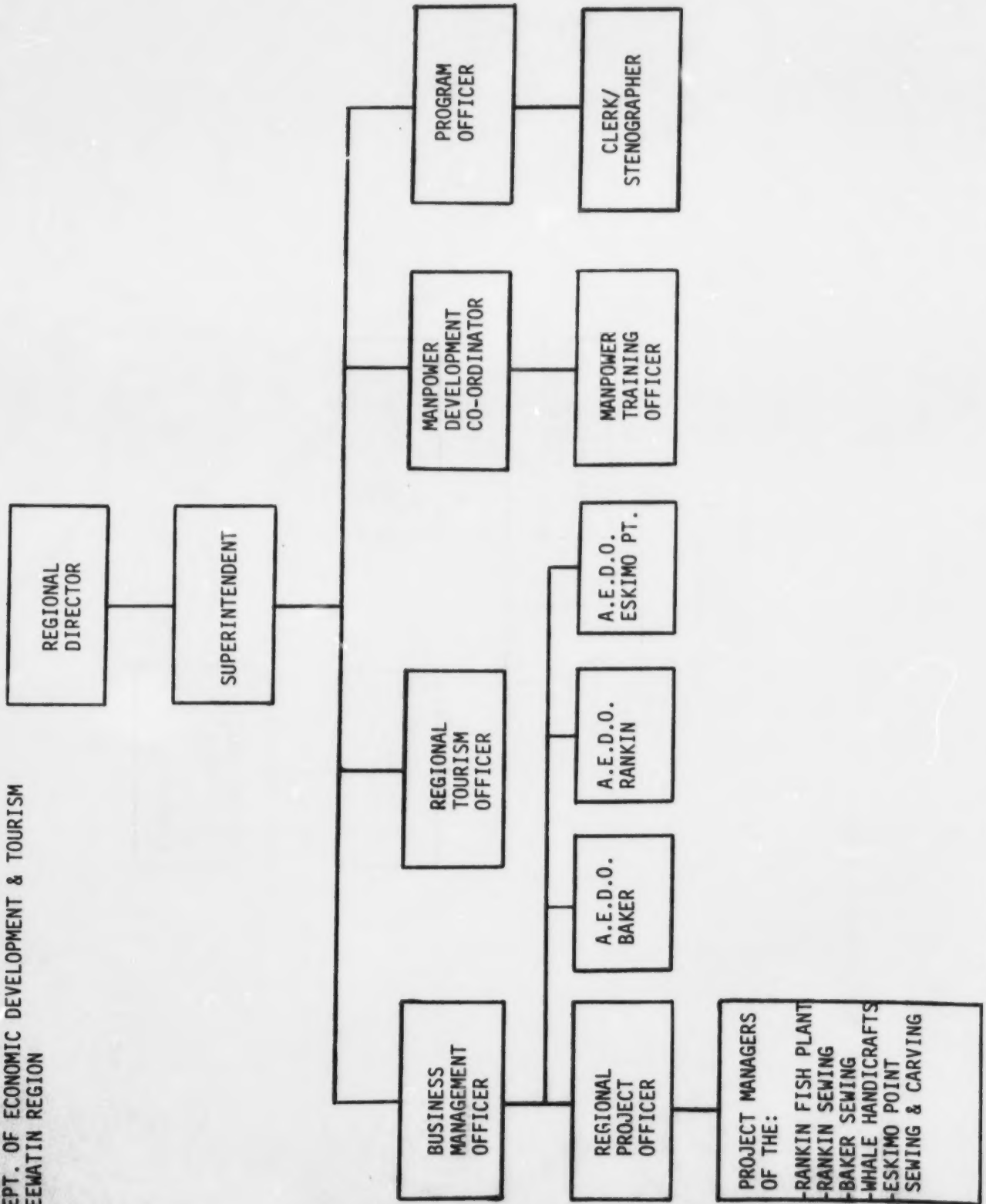


FIGURE 1.8

DEPARTMENT OF ECONOMIC DEVELOPMENT & TOURISM
BAFFIN REGION

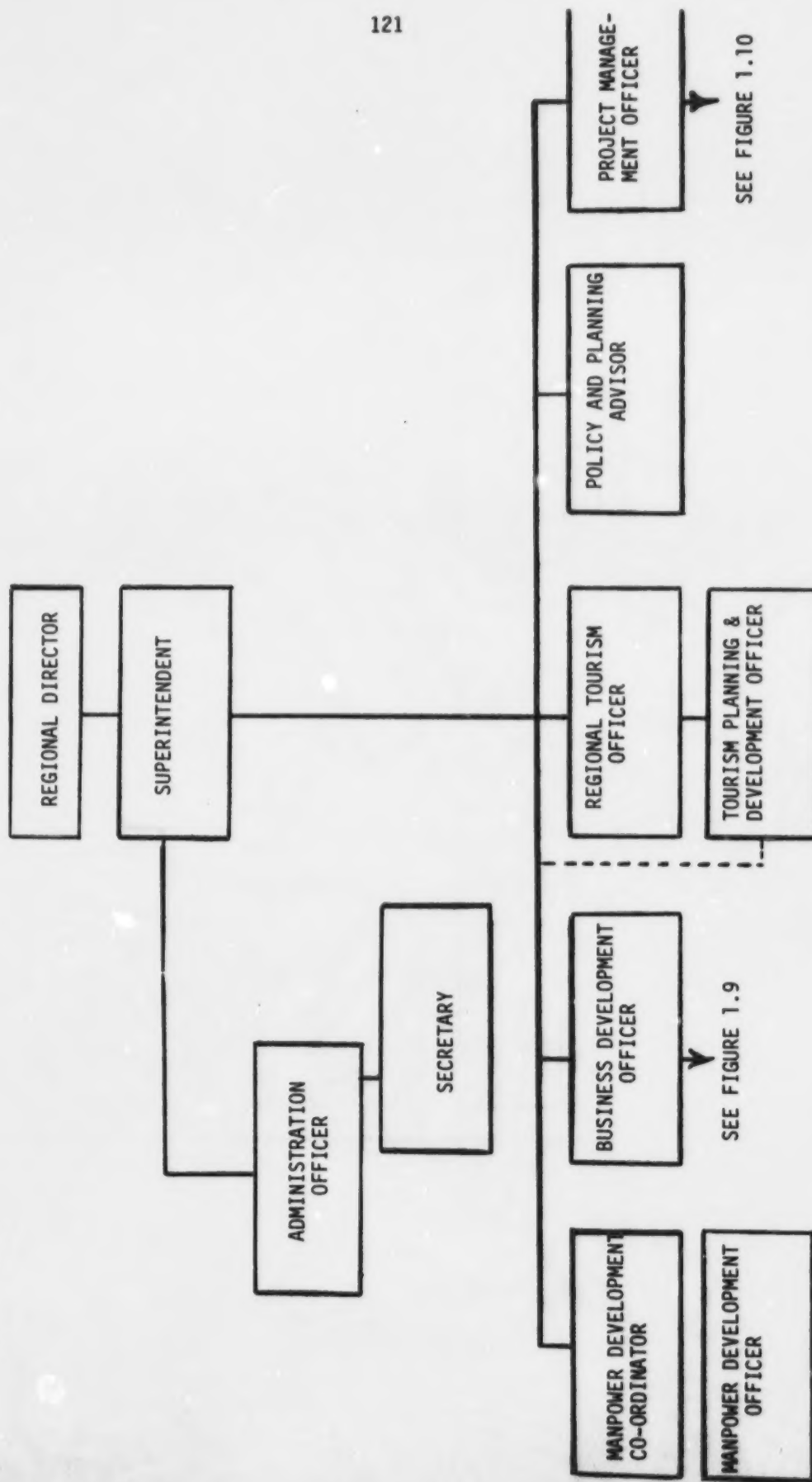


FIGURE 1.9

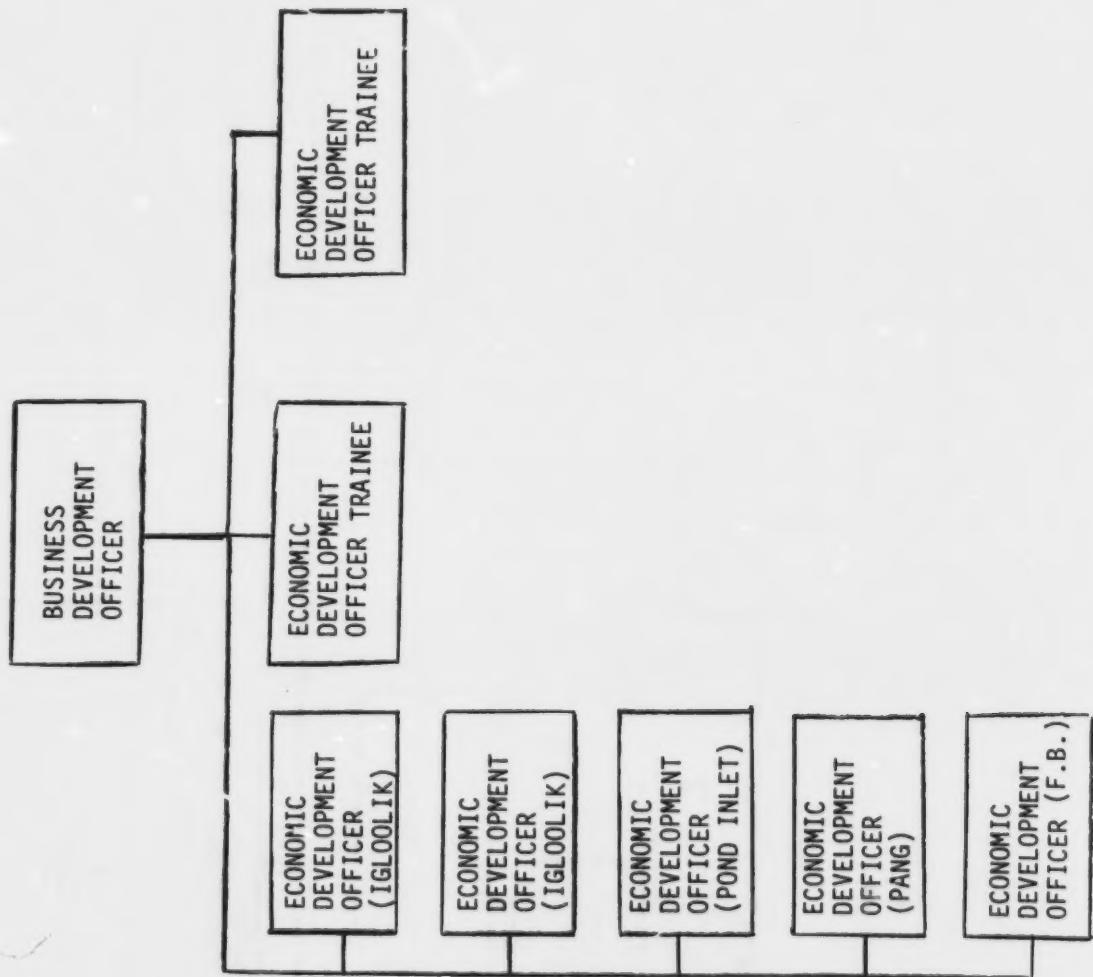
DEPARTMENT OF ECONOMIC DEVELOPMENT & TOURISM
BAFFIN REGION

FIGURE 1.10

DEPARTMENT OF ECONOMIC DEVELOPMENT & TOURISM
BAFFIN REGION

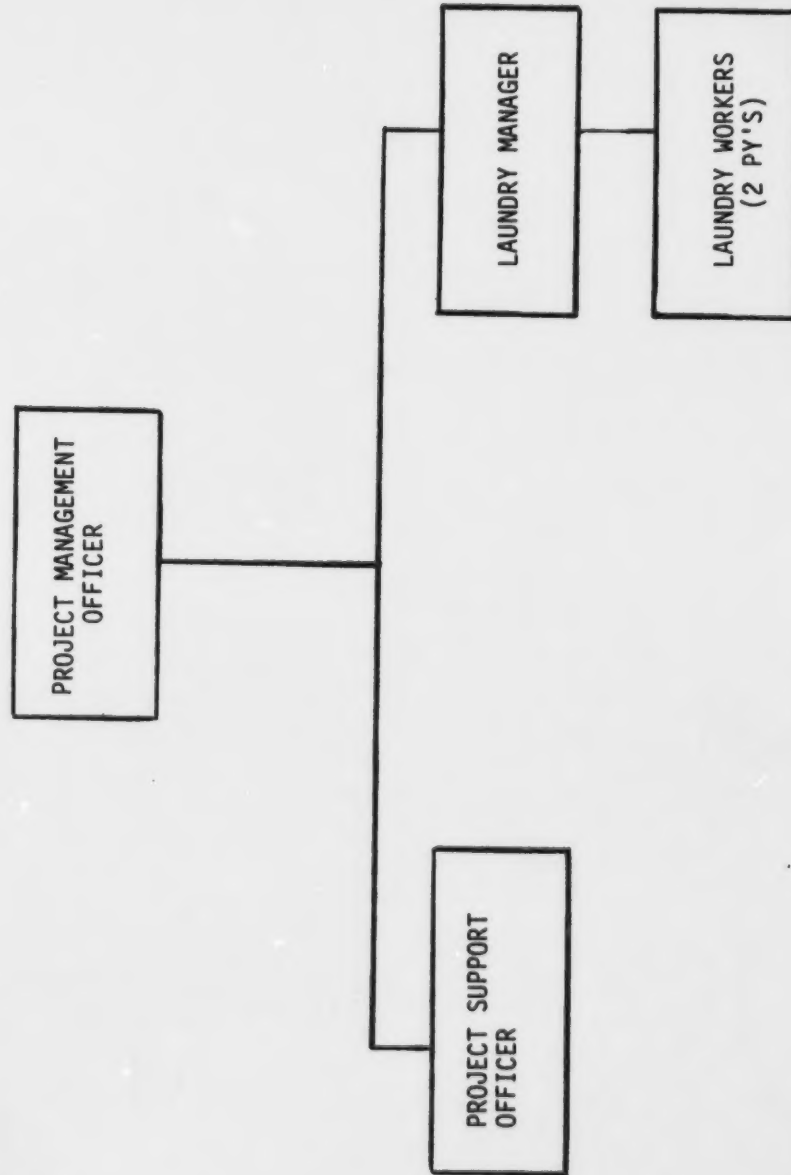


FIGURE 1.11

ECONOMIC DEVELOPMENT & TOURISM - NUNAVUT
HEADQUARTERS/SUMMARY

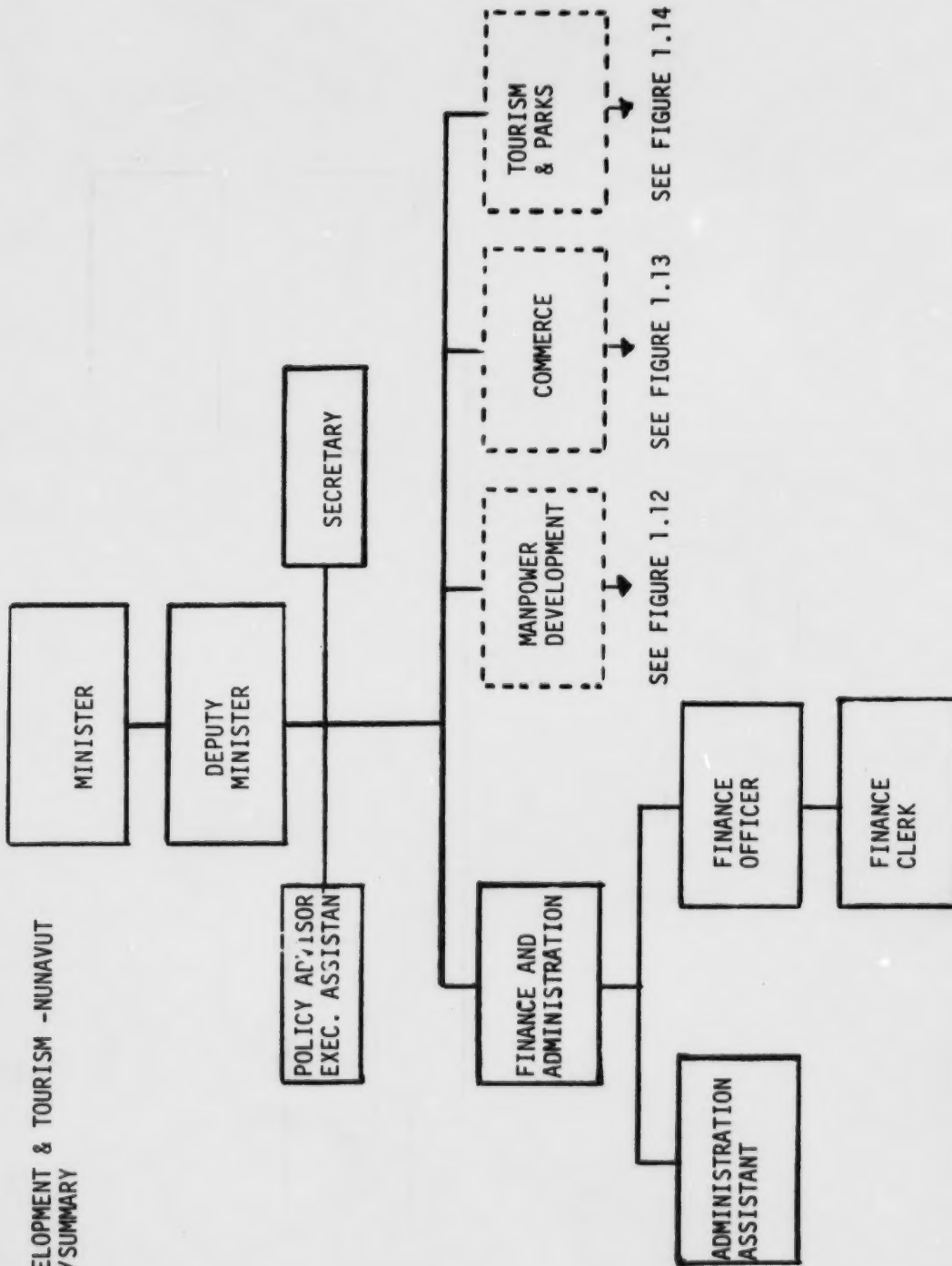


FIGURE 1.12

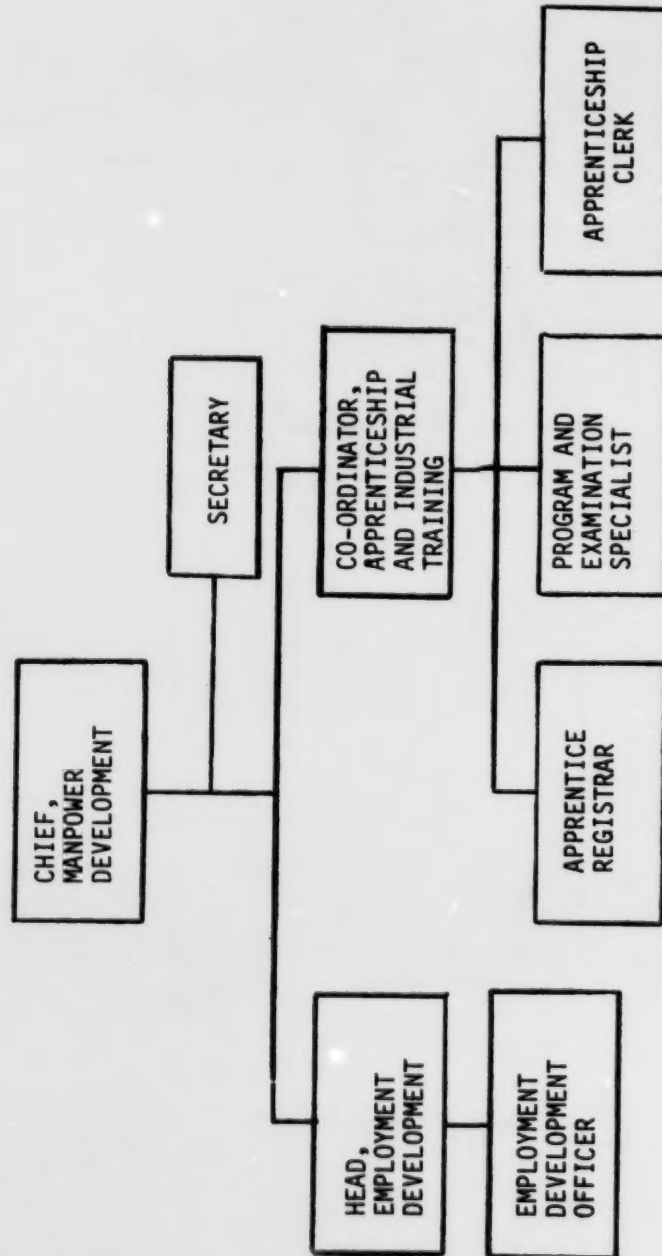
DEPARTMENT OF ECONOMIC DEVELOPMENT & TOURISM - NUNAVUT
HEADQUARTERS/MANPOWER DEVELOPMENT

FIGURE 1.13

DEPARTMENT OF ECONOMIC DEVELOPMENT
AND TOURISM - NUNAVUT
HEADQUARTERS/COMMERCE

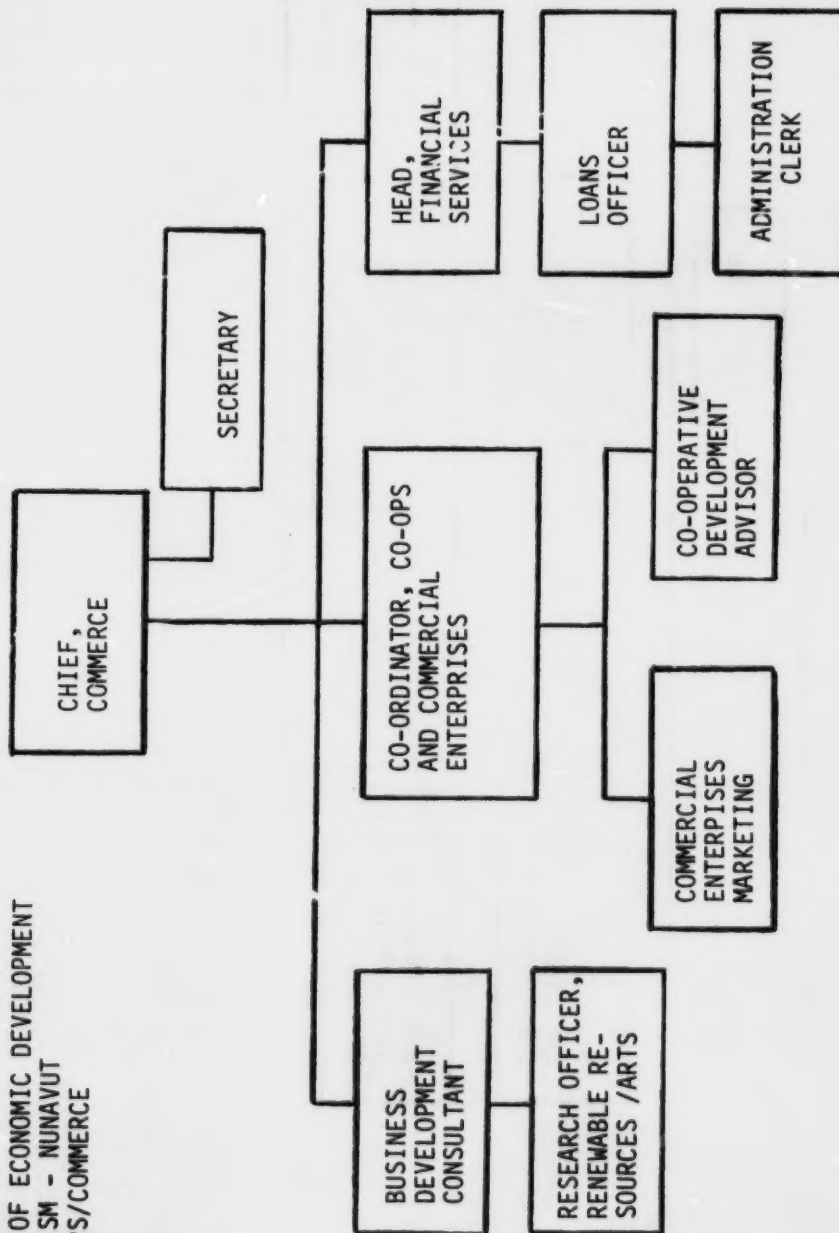


FIGURE 1.14

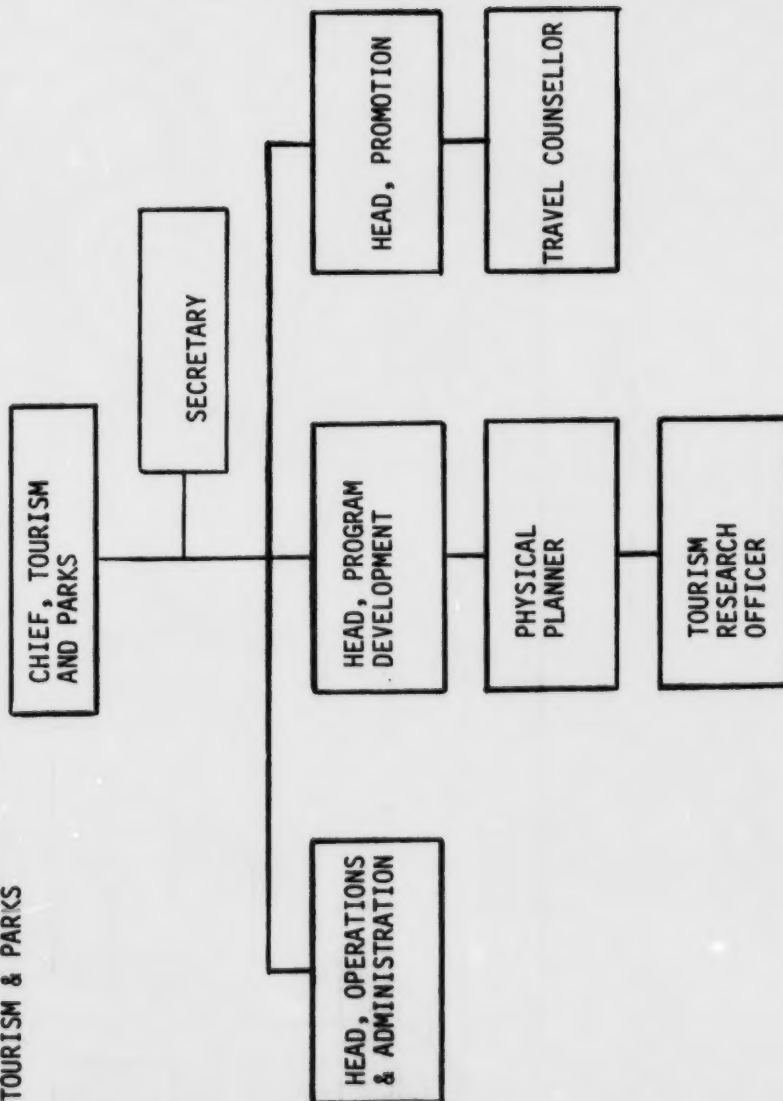
DEPARTMENT OF ECONOMIC DEVELOPMENT AND TOURISM - NUNAVUT
HEADQUARTERS/TOURISM & PARKS

FIGURE 1.15

DEPARTMENT OF ECONOMIC DEVELOPMENT & TOURISM - NUNAVUT "LEAN"
HEADQUARTERS/SUMMARY CHART

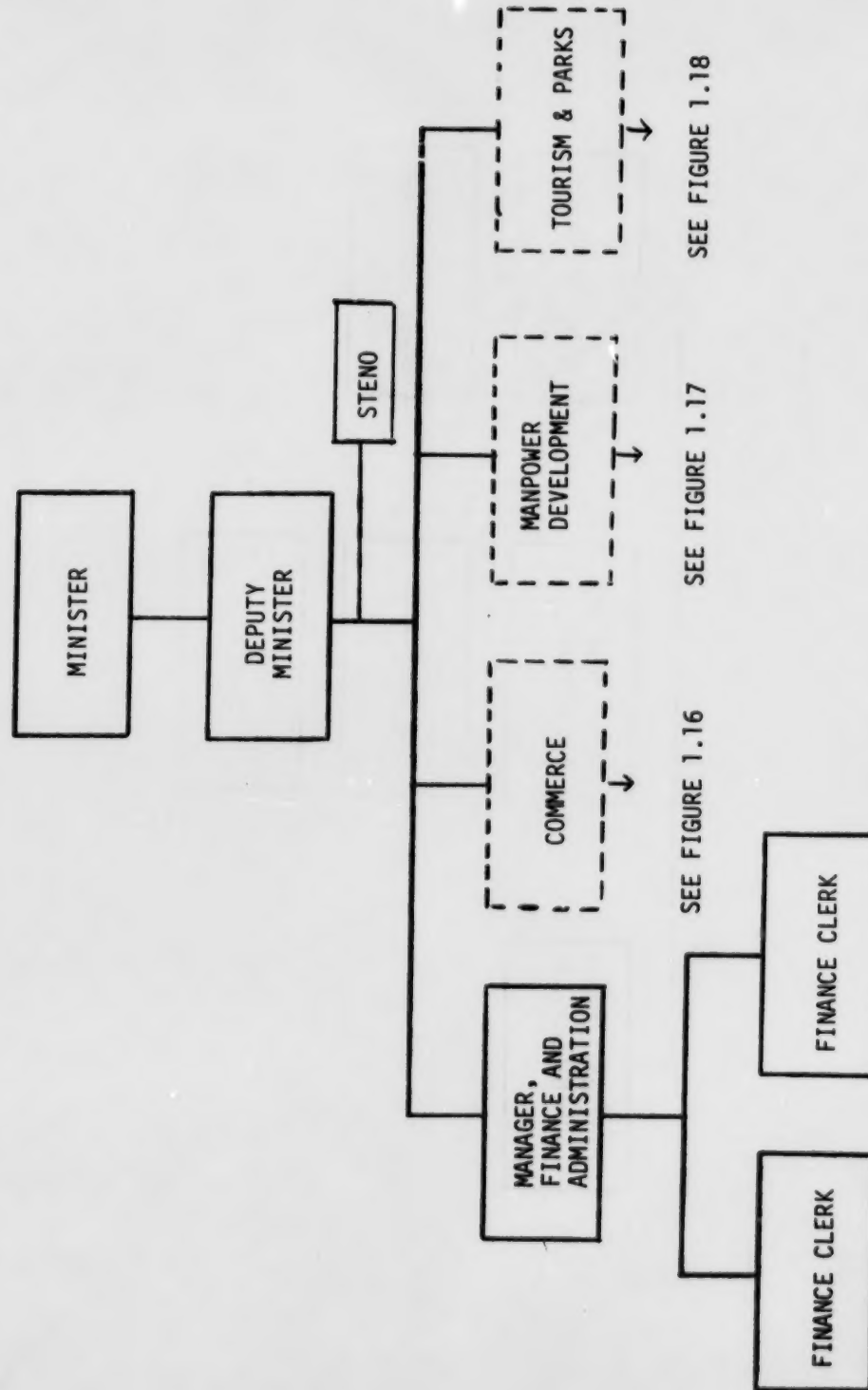


FIGURE 1.16

ECONOMIC DEV. & TOURISM - NUNAVUT "LEAN"
HEADQUARTERS/COMMERCE

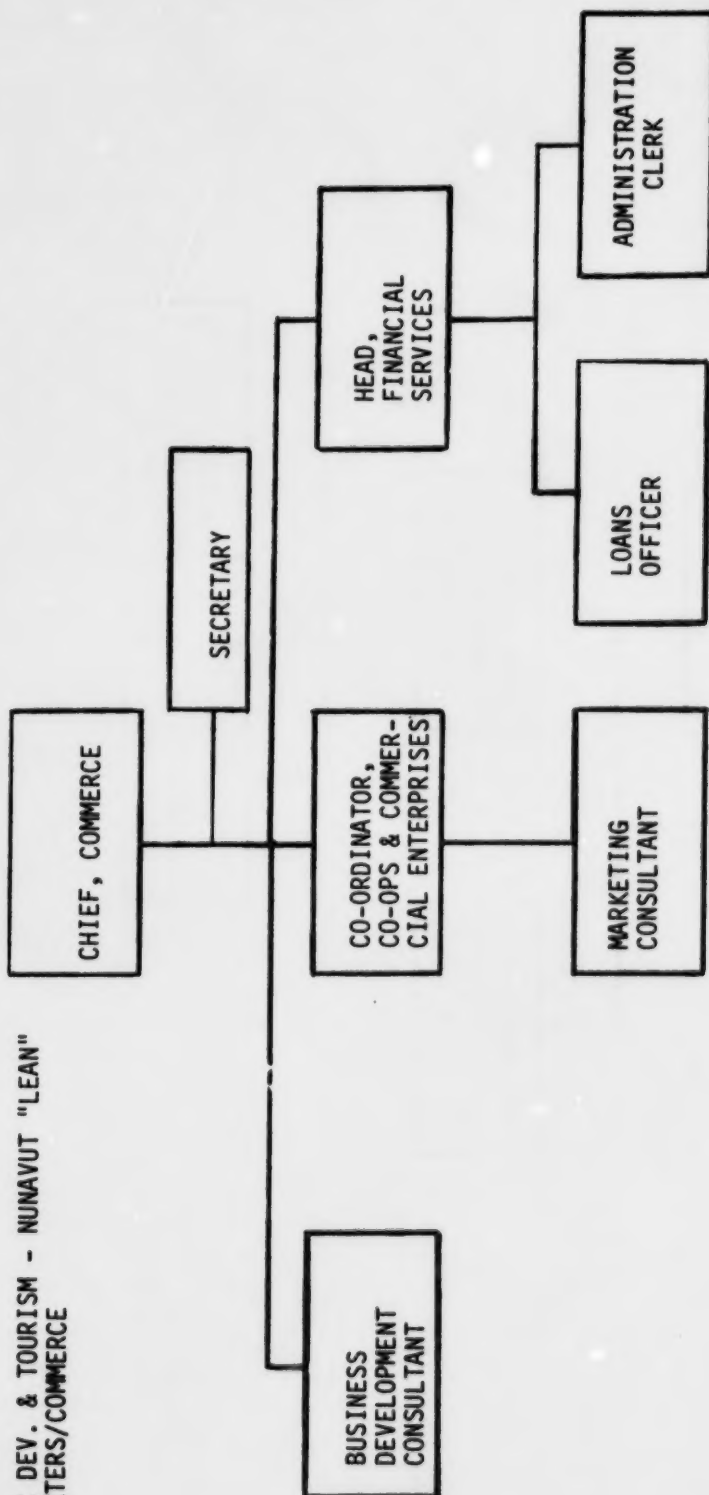


FIGURE 1.17

DEPT. OF ECONOMIC DEV. & TOURISM - NUNAVUT "LEAN"
HEADQUARTERS/MANPOWER DEVELOPMENT

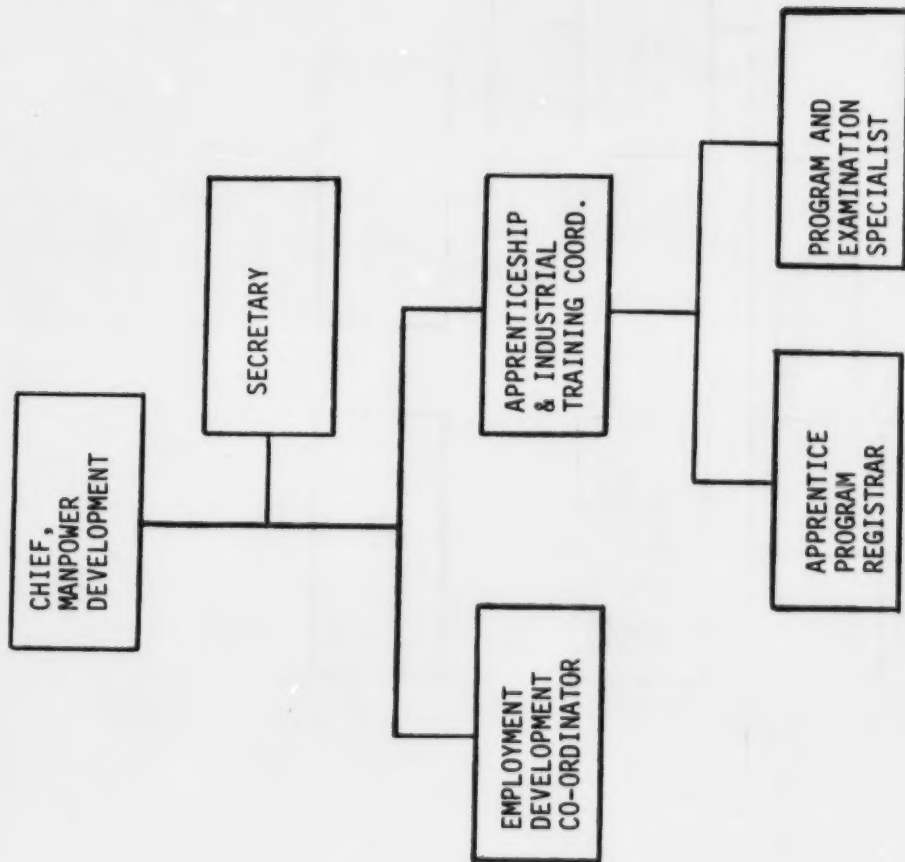
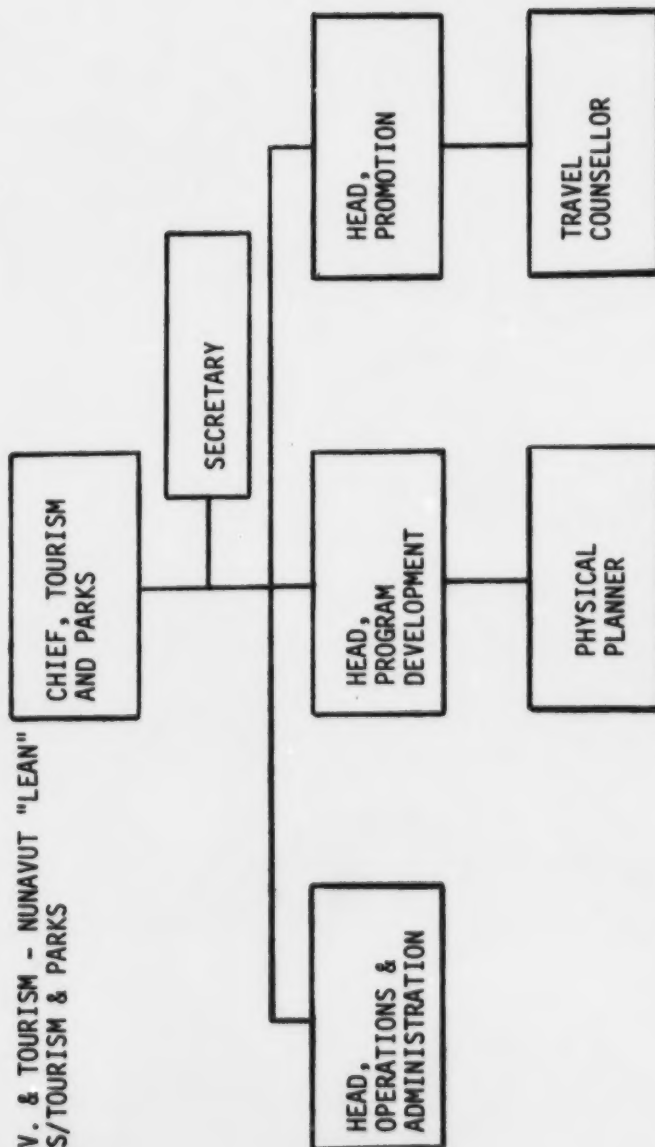


FIGURE 1.18

ECONOMIC DEV. & TOURISM - NUNAVUT "LEAN"
HEADQUARTERS/TOURISM & PARKS





DEPARTMENT OF EDUCATION

A. THE CURRENT SITUATION

1. Summary

The function of the Department of Education is to deliver the following programs: Elementary and Secondary Schools; Adult Literacy; Upgrading and Lifeskills; Vocational, Technical and Business Education Programs; and the Student Grants and Bursaries Program (to assist students going on to post-secondary education in the south). As only seven communities in the Northwest Territories have high schools (with one in the eastern arctic), the Department provides accommodation for out-of-town students. Within the Department, emphasis is placed on the development of native language programs and teachers (the latter through the T.E.P.) and on the continuing development of Local Education Authorities.

The headquarters component of the Department of Education is approximately 45 person years. Thirty six person years are based in regional offices, and the remaining 1038 person years are field staff - teachers, janitors, supervisors, etc...-based in community schools throughout the N.W.T.

2. Headquarters Activities

The headquarters component of the Department of Education includes the following:

a) The Directorate - has responsibility for the following sub-activities:

i) Day to day direction and management of the Department provided by a Deputy Minister and two Assistant Deputy Ministers.

ii) Provision of financial, administrative and personnel support services to the headquarters and regional staff.

iii) Legislation and policy development. Assistance to the Minister in the development of broad educational policies in the Territory.

b) Administrative Services Division - concerned with providing support services to the school population (as contrasted with the Directorate which provides support services to the departmental staff), this division performs five specific functions:

i) Compilation of accurate statistics on student attendance, grades, etc...

ii) Administration of the student financial aid program which is designed to assist N.W.T. students furthering their education in the south when such programs are not offered in the N.W.T.

iii) Registration of students in the G.N.W.T. education programs.

iv) Capital planning of educational institutions etc. and the establishment of standards for capital works projects.

v) Teacher certification - this division provides support services to the Teacher Certification Board which provides the Minister with advice on certification and is responsible for safe-guarding appropriate certification standards in the N.W.T.

c) Education Program Services Division - this division provides the following services:

i) Development of curriculum in program areas.

ii) Co-ordination of Adult and High School program services. Development of new programs leading to certificates.

iii) Evaluation of students and programs.

iv) Provision of services to handicapped students and to students with special needs.

v) Provides technical expertise in the development and acquisition of audio-visual leaning equipment.

3. Regional Operations

With the exception of the Directorate functions, the activities described above are exclusively headquarters functions and are not replicated in the regional offices of the Department of Education. The type of directorate functions outlined -

management, administration, finance, policy development - are performed in regional offices through the positions of the regional education superintendents and his/her administrative officer.

Regional offices are involved in delivery of the programs developed at the headquarters level. This includes supervision of teaching staff in the communities, co-ordination and implementation of continuing education programs, implementation of new programs in the regional schools, and the development of Local Education Authorities.

As noted in the summary, the bulk of the Departmental staff is actually in the field - teachers, Local Education Authority Development Officers, adult educators, etc. The headquarters and regional components of the Department are very small relative to the total numbers of field personnel.

Regional charts for the Department of Education are presented (See Charts 2.5 - 2.7) and the assumption here is that these charts will remain relatively constant in the immediate post-division period.

B. POST-DIVISION OPTIONS: DEPARTMENT OF EDUCATION

1. General Considerations - presented here are Nunavut-specific factors which may affect the size and functions of headquarters Department of Education in Nunavut.

a) With the implementation of the recommendations contained in the Special Education Committee's Report - Learning: Tradition and Change in the Northwest Territories - the structure of the current Department of Education will change. Rather than reporting to Regional Directors, Regional Education Superintendents or their equivalents and their staff will be employed by and directly responsible to divisional education boards. At the headquarters level, curriculum is to be developed separately for the eastern and western arctic even before division. Finance and administration personnel will function as co-ordinators of divisional budgets rather than of regional budgets.

While, with or without the adoption of the Committee's recommendations, some essential headquarters functions must continue to be performed, lines of responsibility and reporting relationships may change. The charts presented in Figures 2.8 to 2.13 are based on the assumption that the current distribution of functions will remain the same post-division, however, are flexible enough to allow for change.

b) The fact that Thebacha College is located in the west may have an impact on the Department of Education in Nunavut. If the arctic colleges program is expanded to the eastern arctic to serve the needs of resident students, this may require additional person years at the headquarters program development and administration division. (If arctic colleges are not expanded sufficiently, some inter-territorial or provincial agreement will have to be made with Thebacha or a southern

college.) Thus, some adjustment in the person years estimates here may be required.

c) The core program activity within the Department is the Education Program Services Division. The functions currently assigned to this division can be expected to be as necessary in an eastern territory. The one Nunavut-specific variation will be in the area of languages - there will be no requirement for Dene Language specialists in Nunavut.

Other functions can be expected to remain relatively constant. Although education is both a population and institution-sensitive function (ie. if the population increased, the demand for more schools increases), the services provided by the Education Program Services Division will be necessary regardless of the number of students or institutions. For example, curriculum development in sciences is necessary even if only one school operates a science program. Therefore, diseconomies of scale will affect the staff requirements of this division within an eastern territory and the person year requirements will have to be approximately the same as currently exist in the N.W.T. Department of Education's headquarters.

d) The Program support activities in the Department include the Directorate and Administrative Services.

i) The Directorate, providing management, finance and personnel administration and policy development, will be roughly proportional to the number of headquarters and regional staff served in an eastern arctic territory. Depending on the boundary, the number of schools in Nunavut will be 1/3 to 2/5 of

the total number in the N.W.T. today. Therefore, the person years requirement of the Directorate component of headquarters Nunavut should be approximately one-third of the total person years found in that division currently, with perhaps some inflation in the establishment due to negative economies of scale.

ii) Administrative Services, providing support services to the student population, will have a person year requirement roughly proportionate to the reduced population being served, but again with allowances for negative economies of scale. The one exception to this is the Student Financial Aid Program. This program has 3.0 person years currently within the Department of Education's headquarters structure. However, the percentage of eastern arctic students applying for this program is significantly less than in the western arctic. Approximately 90% of student aid is expended on western arctic students. While demand for this program will undoubtedly grow in the eastern arctic, initially both the person year and O&M requirements will be very small. This function could be combined with the registrar's responsibilities as shown on chart 2.12.

2. Department of Education: H.Q. Nunavut

Charts 2.8 - 2.10 represent the Department of Education's headquarters structure in Nunavut, as suggested by senior departmental officials. These charts are the graphic form of a letter received from the Chief of Finance and Administration in the current department, outlining their perception of person year requirements for a Nunavut headquarters. (See Appendix C)

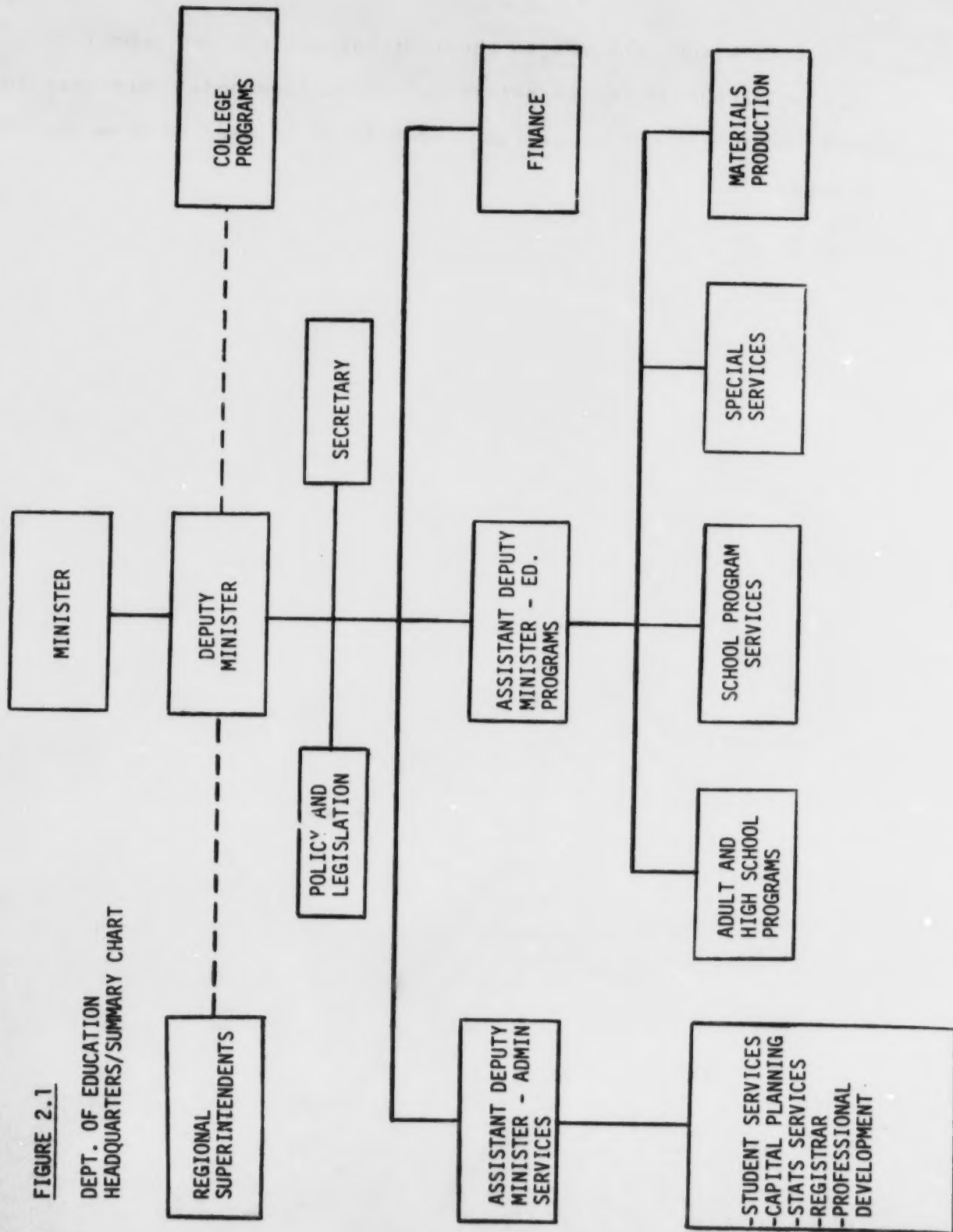
Charts 2.8 - 2.10 as presented, have 36 person years (as contrasted with the current 45) divided into two divisions: Education Support Services (12 person years) and Education Program Services (22 person years). Education Support Services in Nunavut will have approximately 50% of the person years this division has currently. Education Program Services in Nunavut, as suggested by departmental officials, will have roughly the same number of person years that exist now within this division (for reasons discussed above).

Charts 2.11 - 2.13 represent leaner organization charts than suggested by headquarters in Yellowknife. All functions currently being performed are represented in the charts, however, registration and statistics have been combined as they are related functions, and could conceivably be performed by the same employee. The functions of departmental finance and administration of the student financial assistance program have also been combined within the finance division, reflecting the lower usage of the financial assistance program in the eastern arctic currently. The functions of policy development and capital planning have been attached directly to the Directorate, reflecting the priority these functions will have within Nunavut, particularly in the formative first years after division.

Although charts 2.11 - 2.13 show a leaner model than the first suggested Nunavut H.Q. charts for Education, all functions represented in the former chart are present on the latter. Although personnel may be pressed at certain times of the year (for example, at the beginning of the school year), the delivery

of programs and services to the regional offices and school population should not be affected. Where 'seasonal' increases in work occur, term or casual employees could be used to ease the pressure.

FIGURE 2.1

DEPT. OF EDUCATION
HEADQUARTERS/SUMMARY CHART

DEPT. OF EDUCATION
HEADQUARTERS/PROGRAM SERVICES



FIGURE 2.3

DEPARTMENT OF EDUCATION
HEADQUARTERS/ADMINISTRATIVE SERVICES

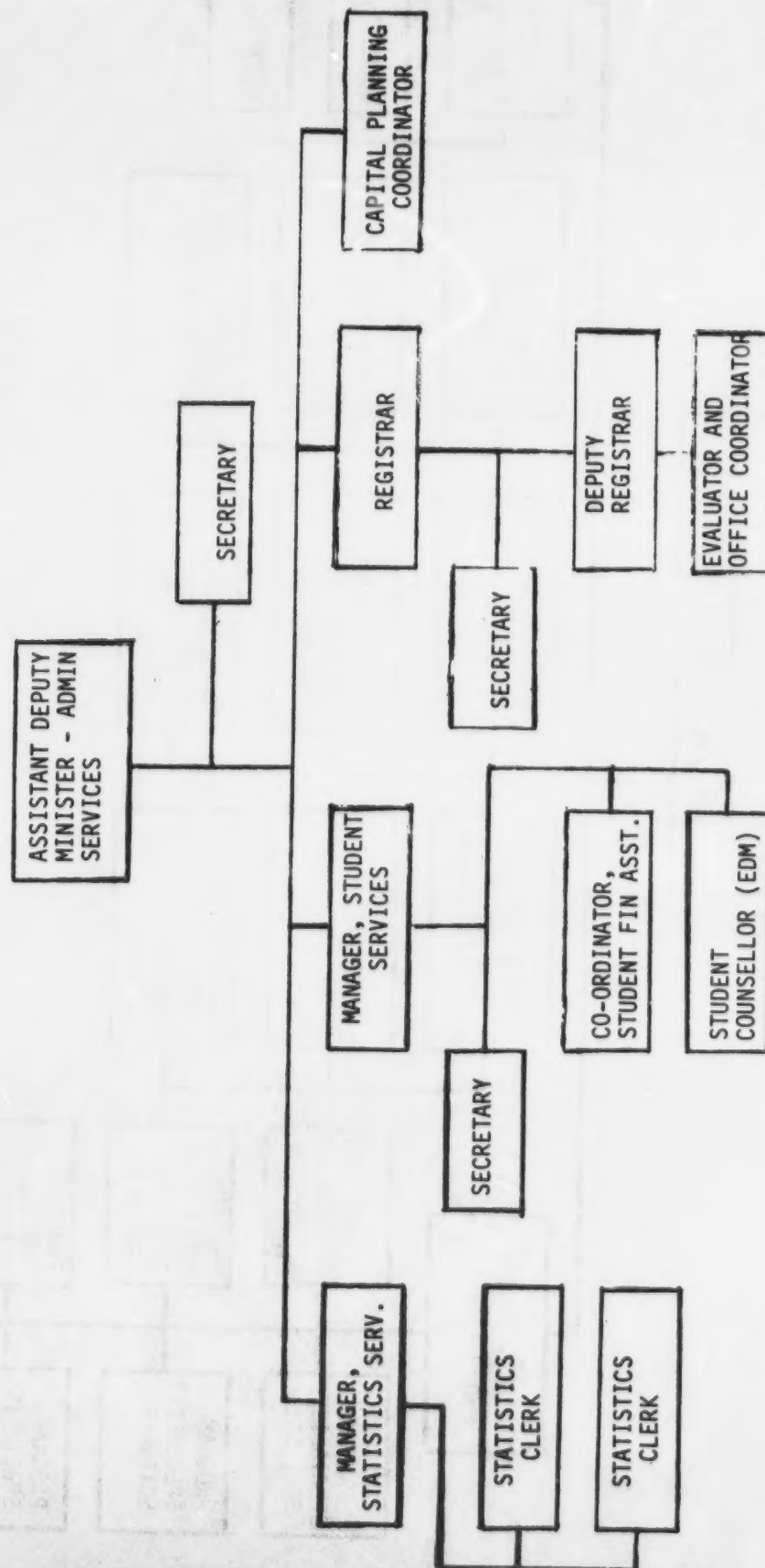


FIGURE 2.4
DEPT. OF EDUCATION
HEADQUARTERS/FINANCE

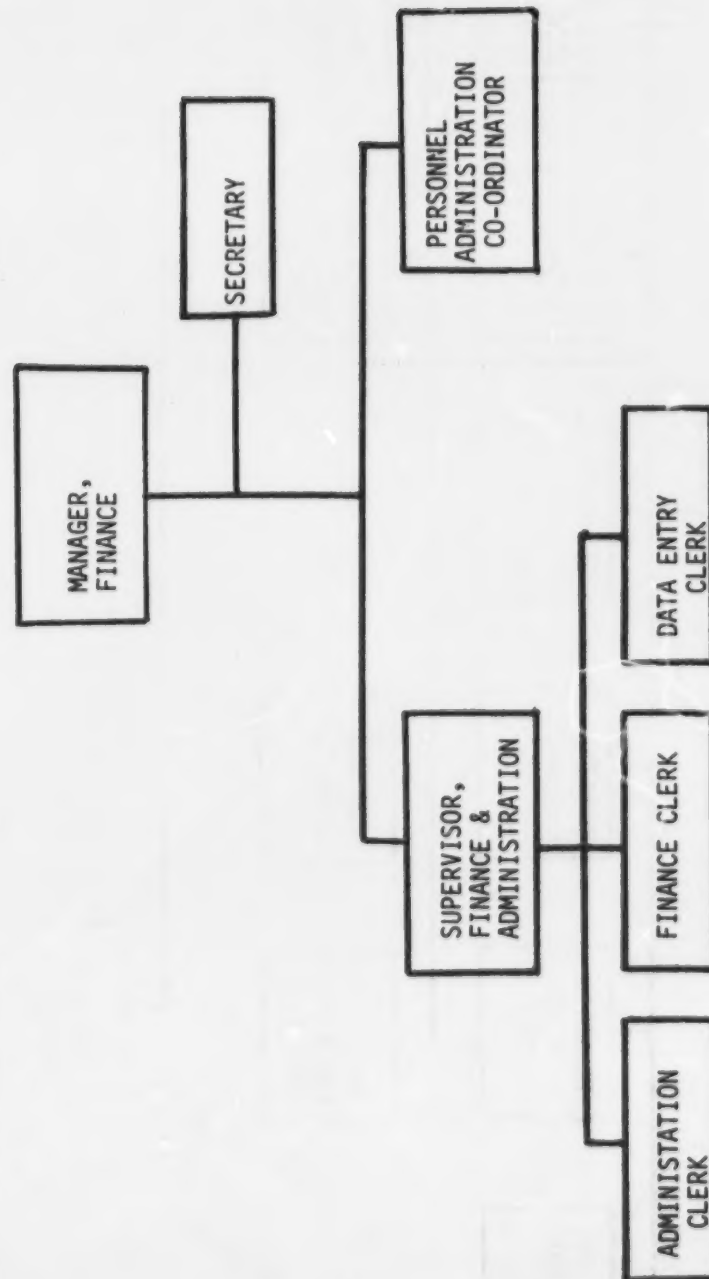


FIGURE 2.5

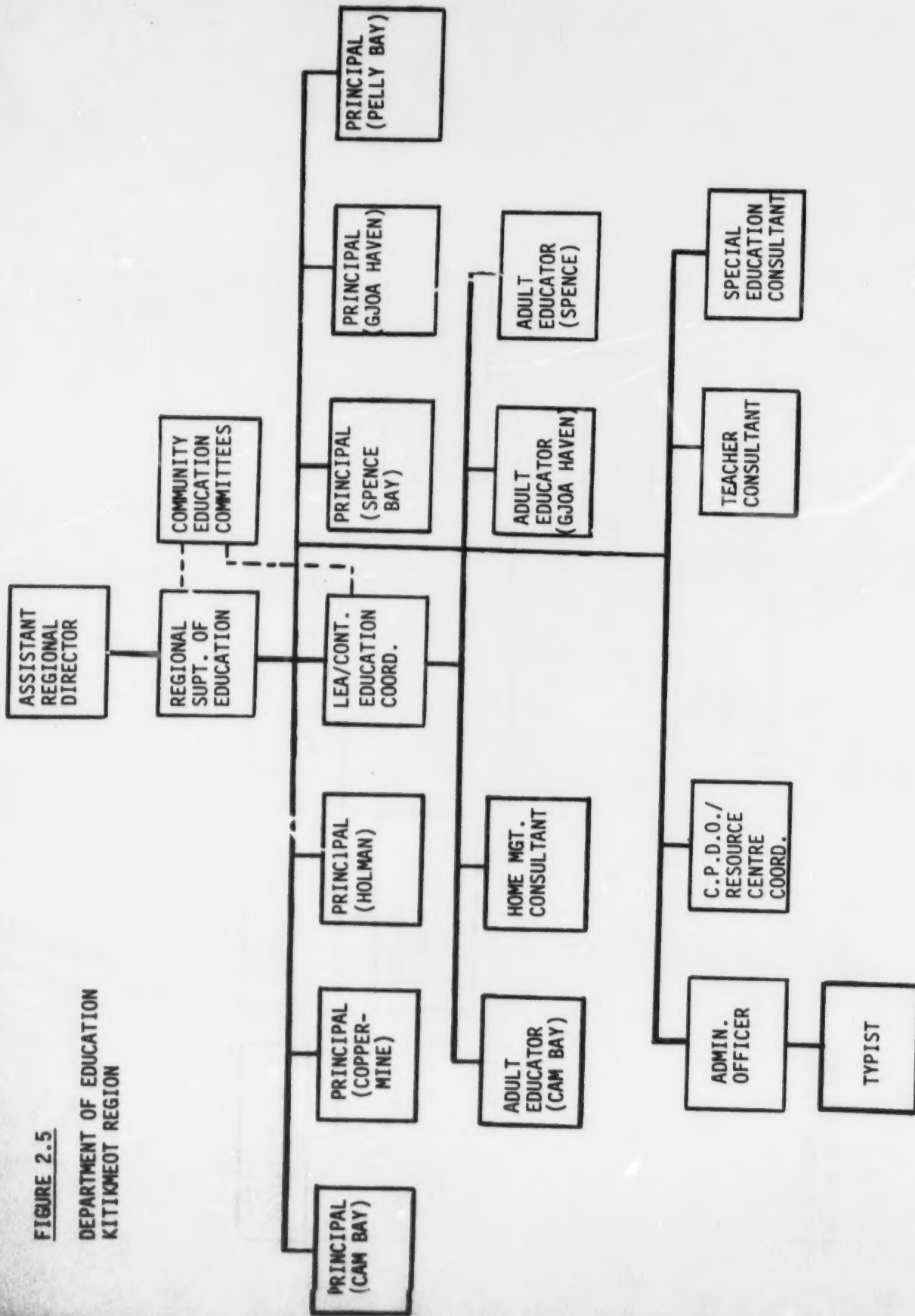
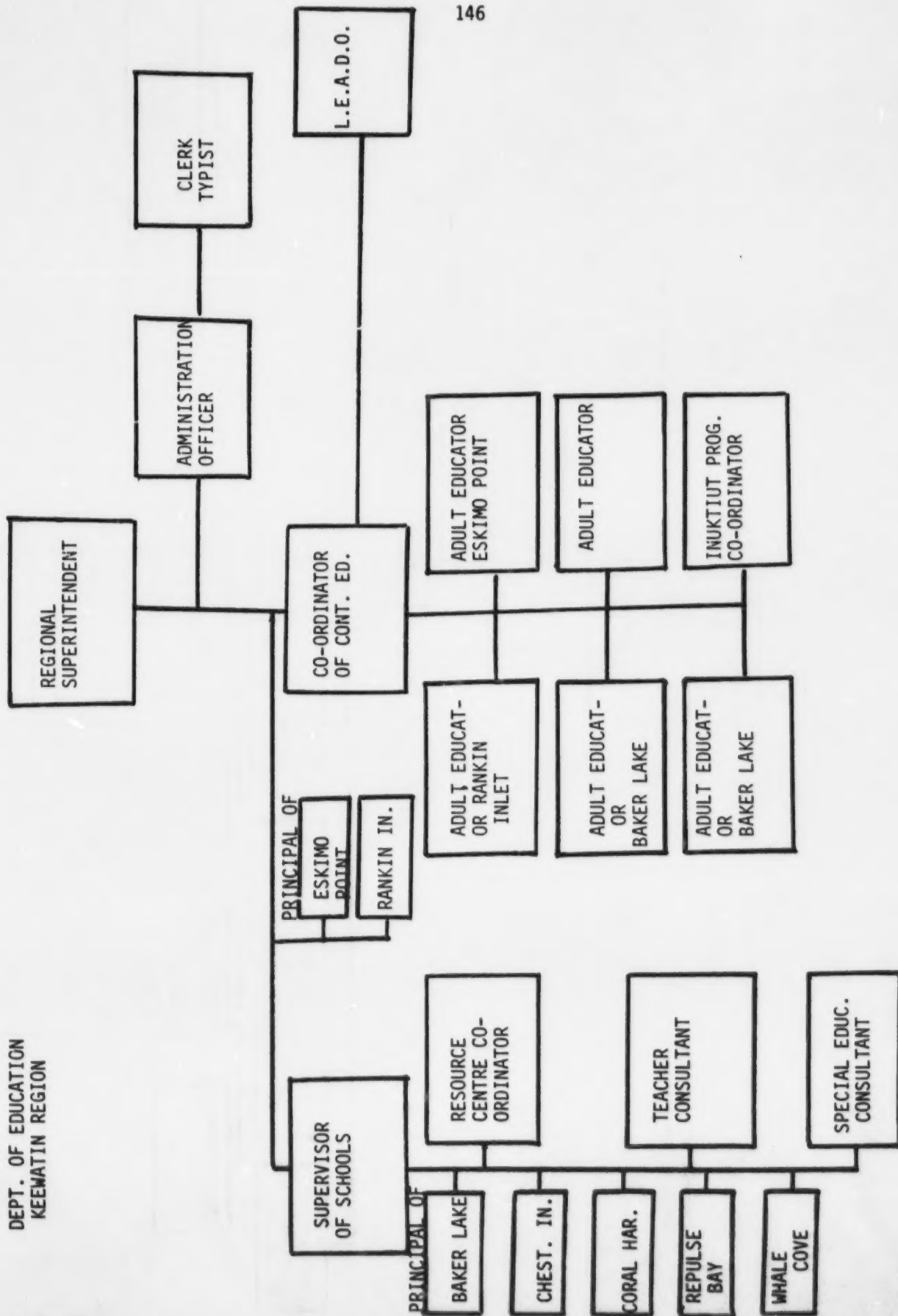
DEPARTMENT OF EDUCATION
KITIKMEOT REGION

FIGURE 2.6

DEPT. OF EDUCATION
KEEWATIN REGION



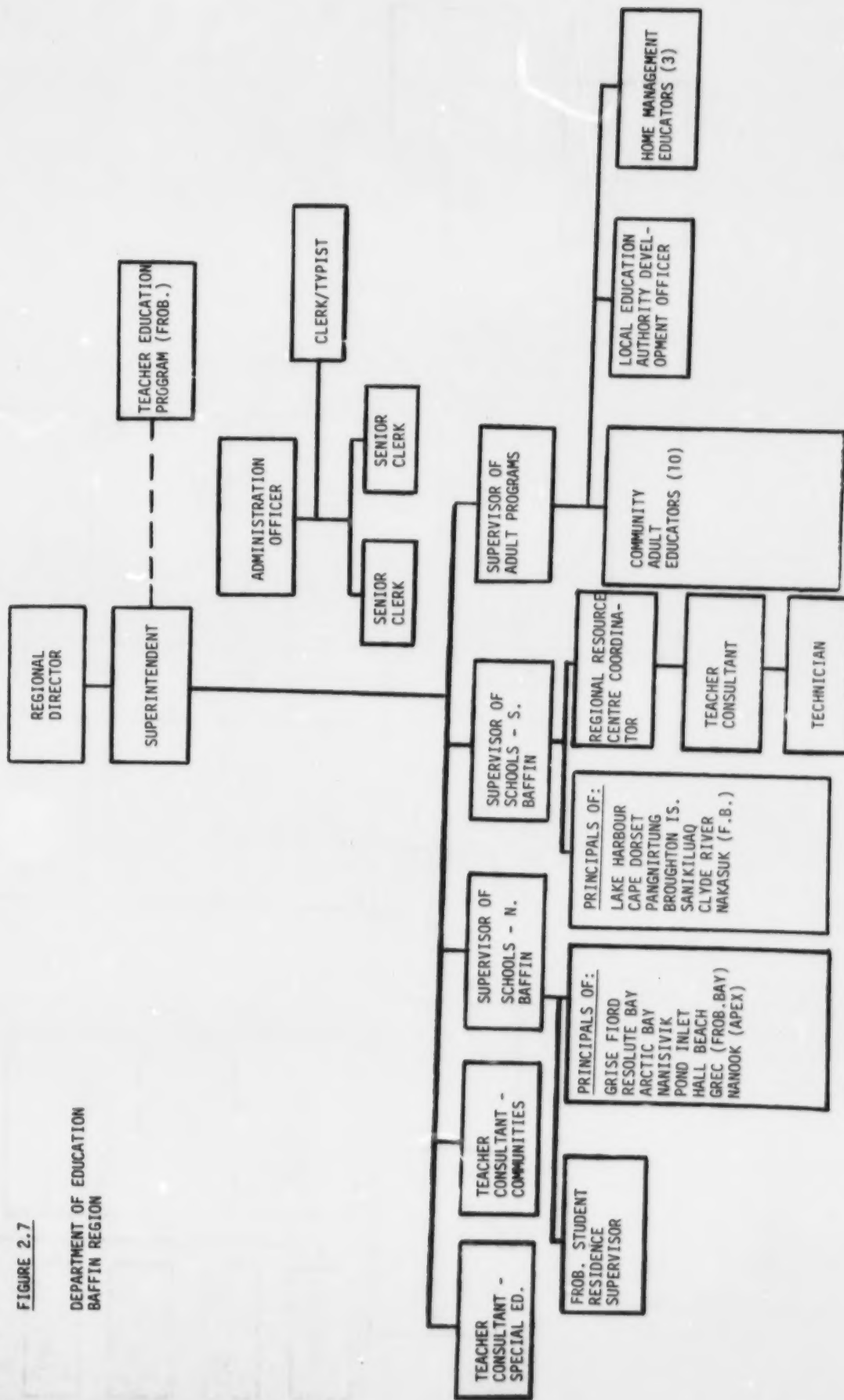
DEPARTMENT OF EDUCATION
BAFFIN REGION

FIGURE 2.8

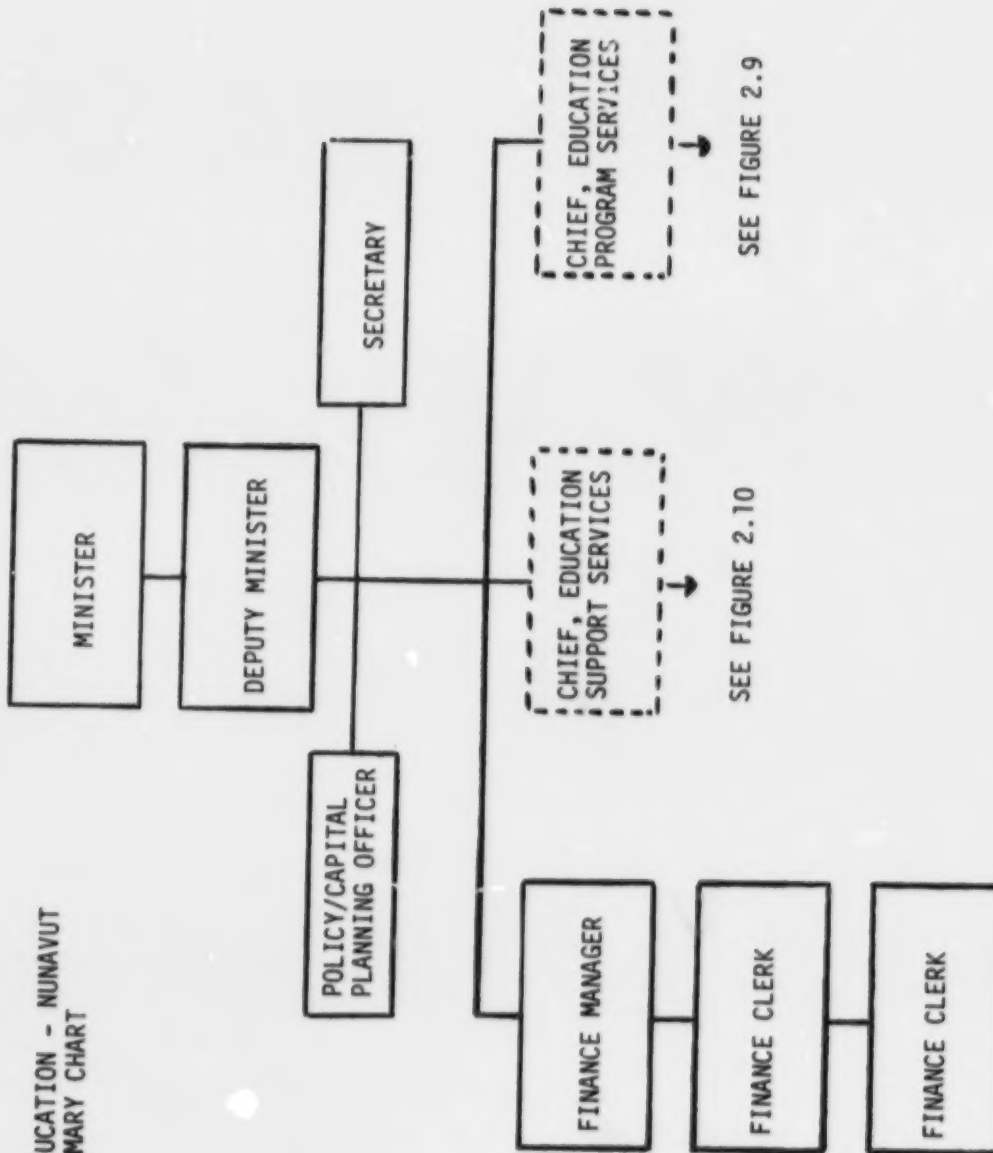
DEPARTMENT OF EDUCATION - NUNAVUT
HEADQUARTERS/SUMMARY CHART

FIGURE 2.9
DEPARTMENT OF EDUCATION - NUNAVUT
HEADQUARTERS/PROGRAM SERVICES

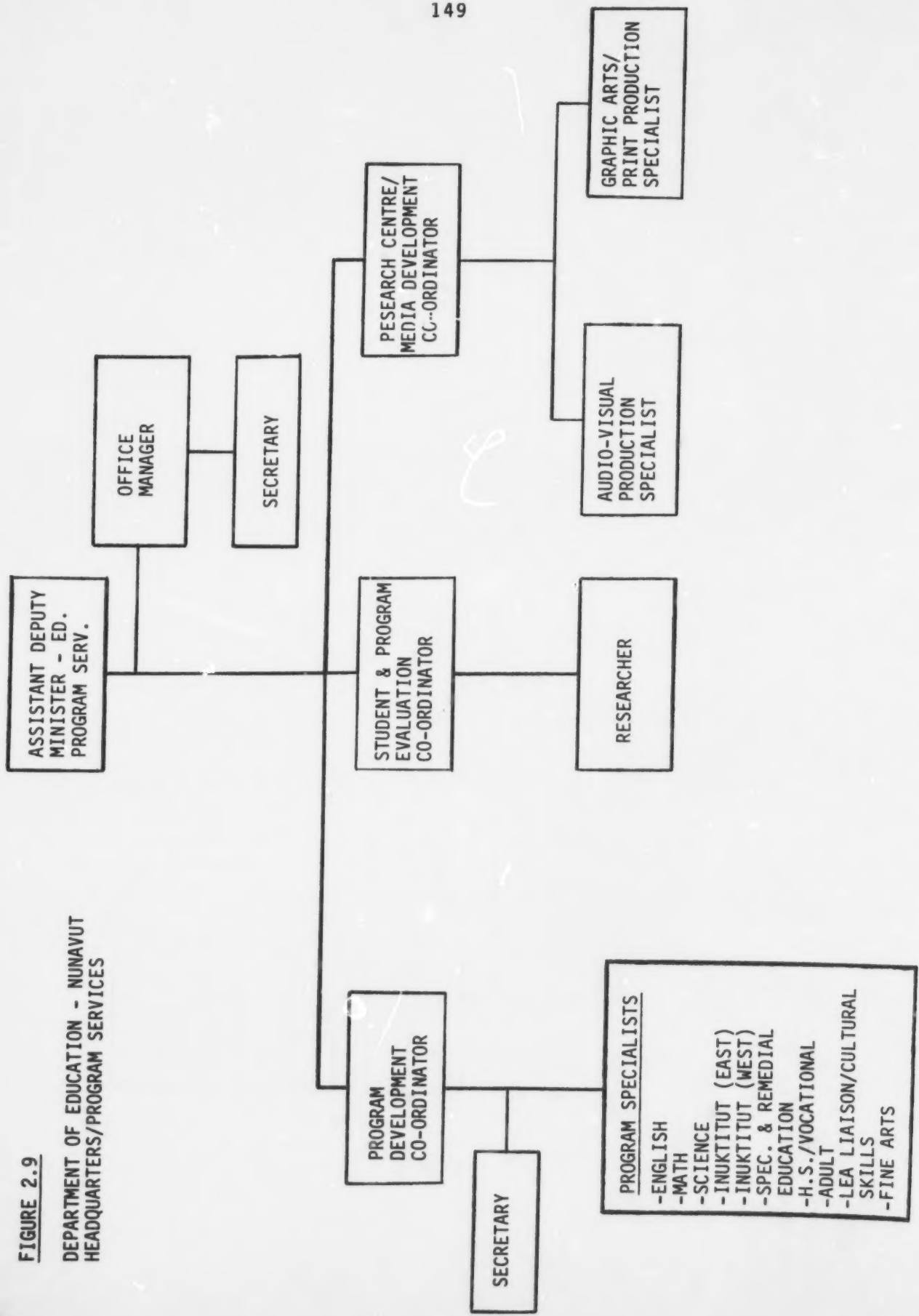


FIGURE 2.10

DEPARTMENT OF EDUCATION - NUNAVUT
HEADQUARTERS/EDUCATION SUPPORT SERVICES

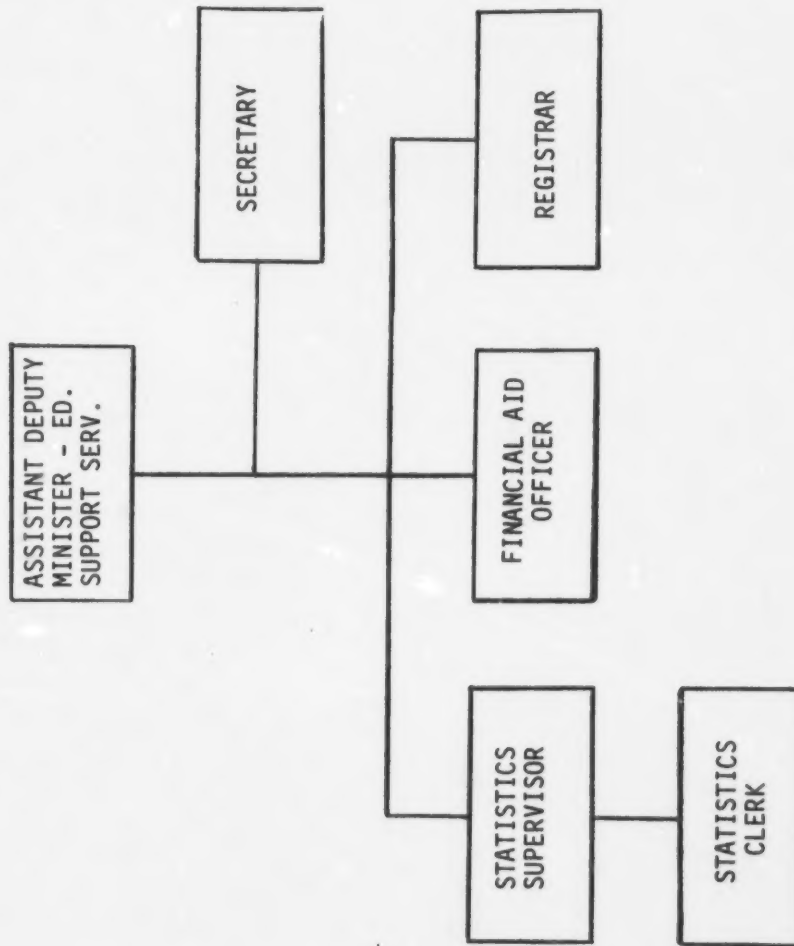


FIGURE 2.11

DEPT. OF EDUCATION - NUNAVUT "LEAN"
HEADQUARTERS/SUMMARY CHART

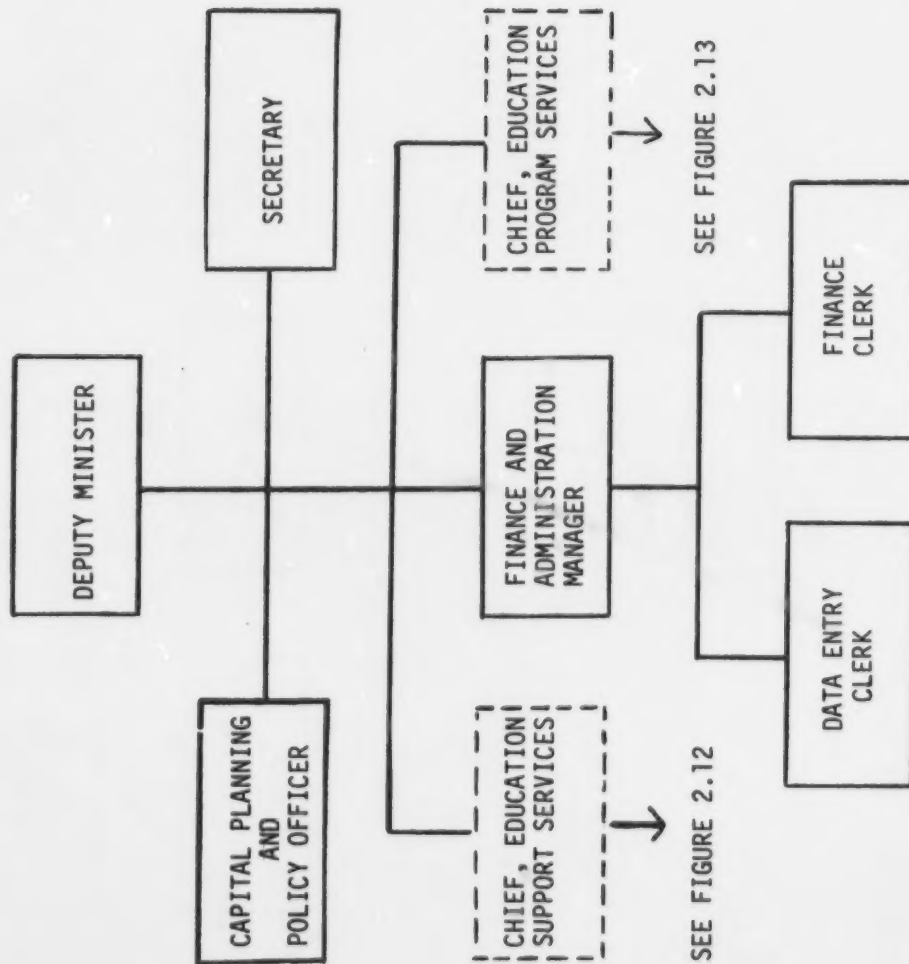


FIGURE 2.12
DEPARTMENT OF EDUCATION - NUNAVUT "LEAN"
HEADQUARTERS/EDUCATION SUPPORT SERVICES

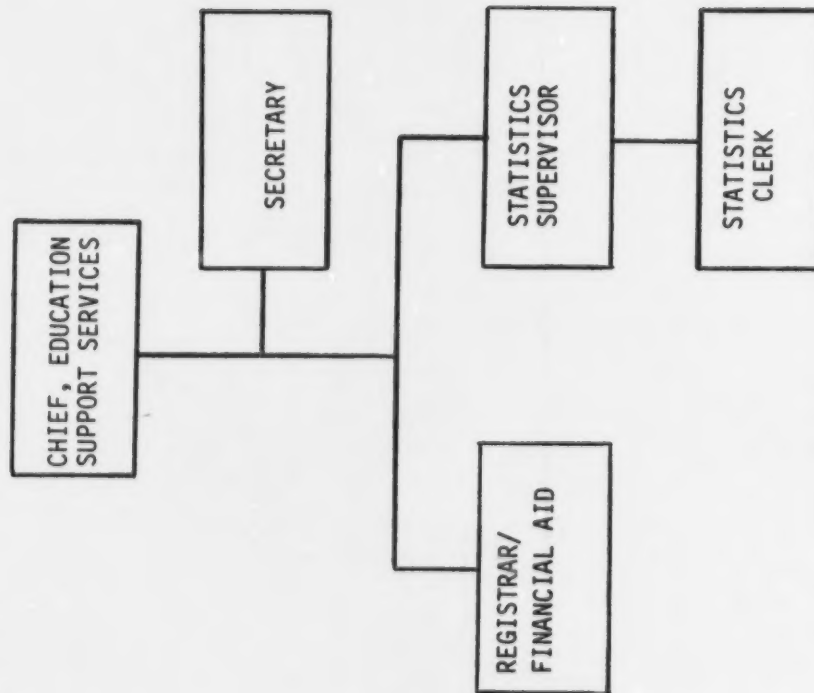
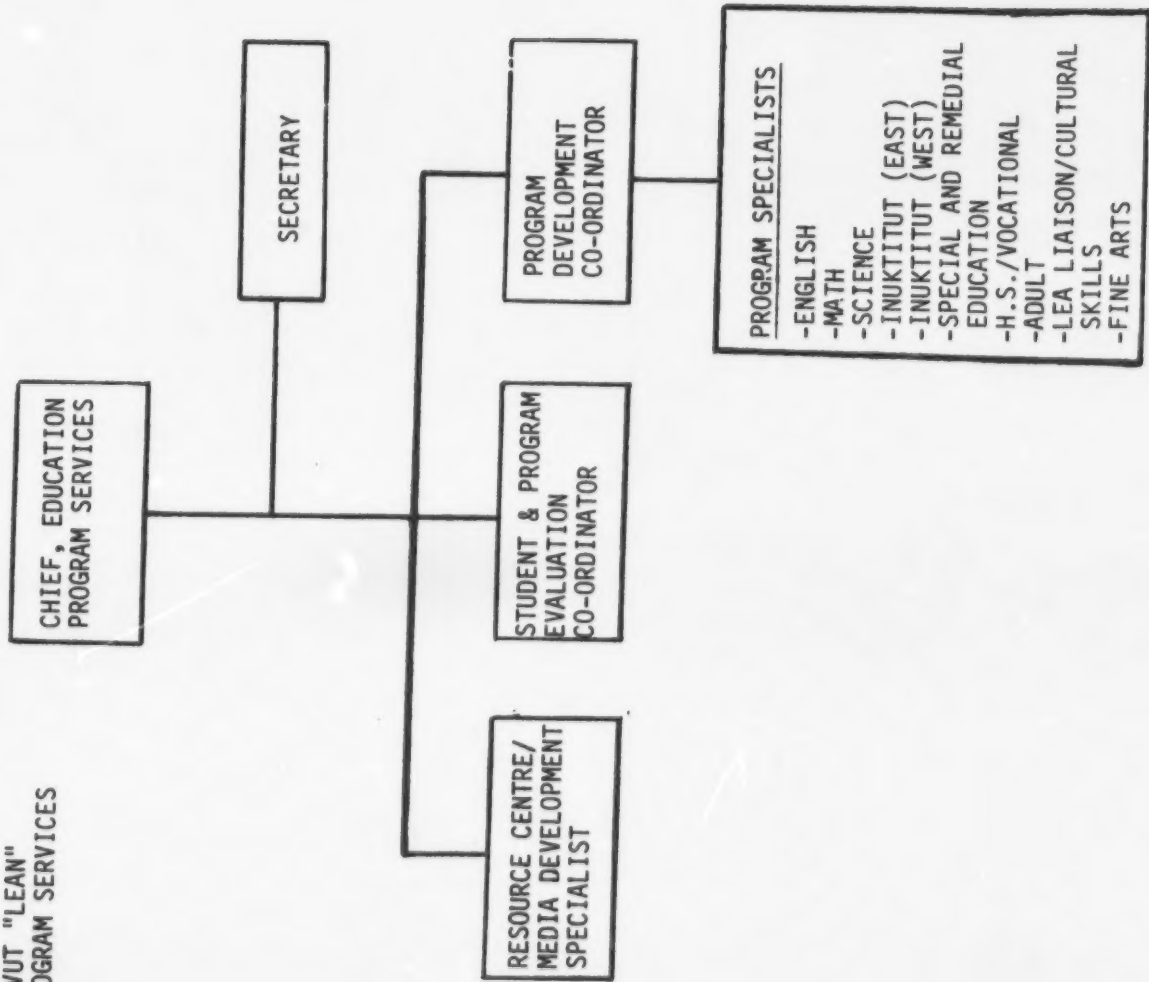


FIGURE 2.13

DEPT. OF EDUCATION - NUNAVUT "LEAN"
HEADQUARTERS/EDUCATION PROGRAM SERVICES



DEPARTMENT OF HEALTHA. THE CURRENT ORGANIZATION1. Summary

The Department of Health is responsible for delivering a wide range of health care services to the people of the N.W.T. This is achieved to a large extent through cooperative programs with the Federal Department of Health and Welfare. The department has a total of 75.1 person years (1983/84 Estimates), none of which can be classed as regional or field personnel. However, the total person year count includes 20 positions contracted for with National Health and Welfare for Medical Services Support activities and 19 medical doctors assigned to various communities in the N.W.T., none of whom are departmental 'employees' as such. Thus, the effective person year component of the Department is 35.6 positions all of which are located in Yellowknife (See Summary Organization Chart 3.1).

2. Headquarters Activities

a) The Directorate - This activity includes the day to day direction of the Department in the implementation of its program responsibilities. Unlike other departments, the responsibility for provision of financial and administrative support services in Health is located in one of the program divisions (Health Insurance Administration - see Chart 3.3), and at least some portion of the policy development function would appear to be located in still another program division (Programs and Standards - see Chart 3.4). The function of Hospital Operations coordination is part of the Directorate and has a person year establishment of two. The Coordinator of Hospital Operations is also the Secretary of the Territorial Hospital Insurance Services Board (THISB).

b) Health Insurance Administration - This division performs two broad functions:

i) The Health Insured Services branch is responsible for the administration of the various health insurance programs and for the processing of claims and maintenance of patient records with respect to Medical Care, Hospital Insurance, Pharmacare and Medical Transportation.

ii) The Finance and Administration unit provides administrative support services for the Department of Health.

c) Programs and Standards - This division undertakes the development and implementation of long range manpower planning strategies for health care in the N.W.T. The focus in the past two years has been on the recruitment of Medical doctors to serve in northern communities and the funding of students interested in pursuing careers in health related areas. The division is also responsible for running Health promotion and information programs and a Health Resource Centre. The center is currently staffed by 2 federal person years.

3. Regional Operations

Basically there are no regional operations for the Department of Health in the N.W.T. There are hospitals in various areas but these are run and staffed by local boards, and in the smaller communities nursing stations are run by Health and Welfare Canada. There are long range plans to transfer the responsibility for the nursing stations to the G.N.W.T. and when such transfers occur it may well become necessary to place territorial health administration personnel in the regions. Currently, any administrative support for the department such as the authorization and processing of local claims for Medical Evacuations, etc...are approved by personnel in the Department of Social Services and/or the personnel in the Executive (E.S.O.'s, G.L.O.'s, F.S.O.'s, etc...).

The salaries for physicians employed by the Territorial Government are included as part of the Estimates of the Department of Health, but beyond that there is no direct accountability relationship between headquarters and medical personnel.

B. POST DIVISION OPTIONS: DEPARTMENT OF HEALTH

1. General Considerations

a) The core program activities in the current Department of Health are those included in Health Insured Services and in the Programs and Standards division. The person year requirements for the effective performance of these functions are for the most part population sensitive. The number of people required to provide the services is in other words determined by the population of the N.W.T. There do not appear to be any "Nunavut-specific" factors to be considered here so that the person year requirements for the new eastern territory should be roughly proportional to the reduced population to be served, with an upward adjustment to allow for diseconomies of scale.

b) The ancillary program activities in the Department of Health are "ancillary" in that they are not directly related to the delivery of medical, hospital and general health services. In this sense, while Health officials might argue the point, Health Information and Promotion could be provided effectively by a sister department such as Social Services which already provides information on related social problems such as drugs and alcohol. Similarly, because the department has no line authority over hospital personnel, the Hospital Operations Coordination function of the department can be considered ancillary to the core program functions. In the case of information and promotion there are no "Nunavut specific" factors to be accounted for although it is likely that the delivery of such services will be more difficult in the eastern arctic because of greater obstacles in transportation and communications.

With the Hospital Operations function of the department, the key "Nunavut specific" factor is that there will be but one hospital in the Territory in the immediate post-division period (Frobisher Bay). This function is likely to be less sensitive (in terms of person year requirement) to population than it is to the number of hospitals to be dealt with. Moreover, if there is only one hospital, with what must it be coordinated?

c) The program support activities of this department are distributed among the program division, and obviously because it is an entirely Yellowknife based operation, there is no requirement for the coordination of regional offices. The only "Nunavut Specific" factor here is that the training function may have to be beefed up in order to recruit local people capable of filling departmental positions.

2. The Department of Health: Nunavut

The major way in which this model differs from the current one in the N.W.T. is that the overall size has been reduced by approximately half (see charts 3.5 to 3.7). While the population of Nunavut will be considerably less than half of the current population of the N.W.T., if we wish to retain all of the specialized program activities of the current department, it will not be easy to reduce the person year establishment much further. However, it might be possible if a leaner model is indicated, to reduce the departmental establishment still further in the following ways:

a) The position of Hospitals Officer could probably be eliminated for the short term. Given that there is at present only one hospital in the Eastern Arctic, this person would be performing only a planning function - preparing for the establishment of more hospitals and for the ultimate takeover of

the National Health and Welfare nursing stations in the North - rather than an operational or coordinative function. Ultimately, however, such a position will be required.

b) The Health Programs Division could be reduced by combining the manpower planning and training functions in a single officer, or more radically, these functions could be undertaken at the outset by the Director of Health Programs with contract personnel hired as necessary to develop specific programs.

c) Because much of the responsibility of employees in the Health Insured Division involves clerical and data entry type functions, it would be conceivable to reduce the total number of person years by two or three by assigning generalist rather than specialist tasks to the individuals. In other words, for example, by combining the data entry and registry functions it would be possible to save at least one person year.

d) A further option for reducing the person year establishment in the Department of Health might be to integrate more fully the program support function of the Departments of Health and Social Services. This option will be discussed in more detail in a later section of the report.

Besides the reduction in person years, the only other significant change in the overall structure of the department for Nunavut is the relocation of the Finance support function in the Directorate. In this way it is more directly accessible to both of the program divisions where in the current organization it is responsible to one of the program chiefs.

FIGURE 3.1
DEPARTMENT OF HEALTH
HEADQUARTERS/SUMMARY CHART

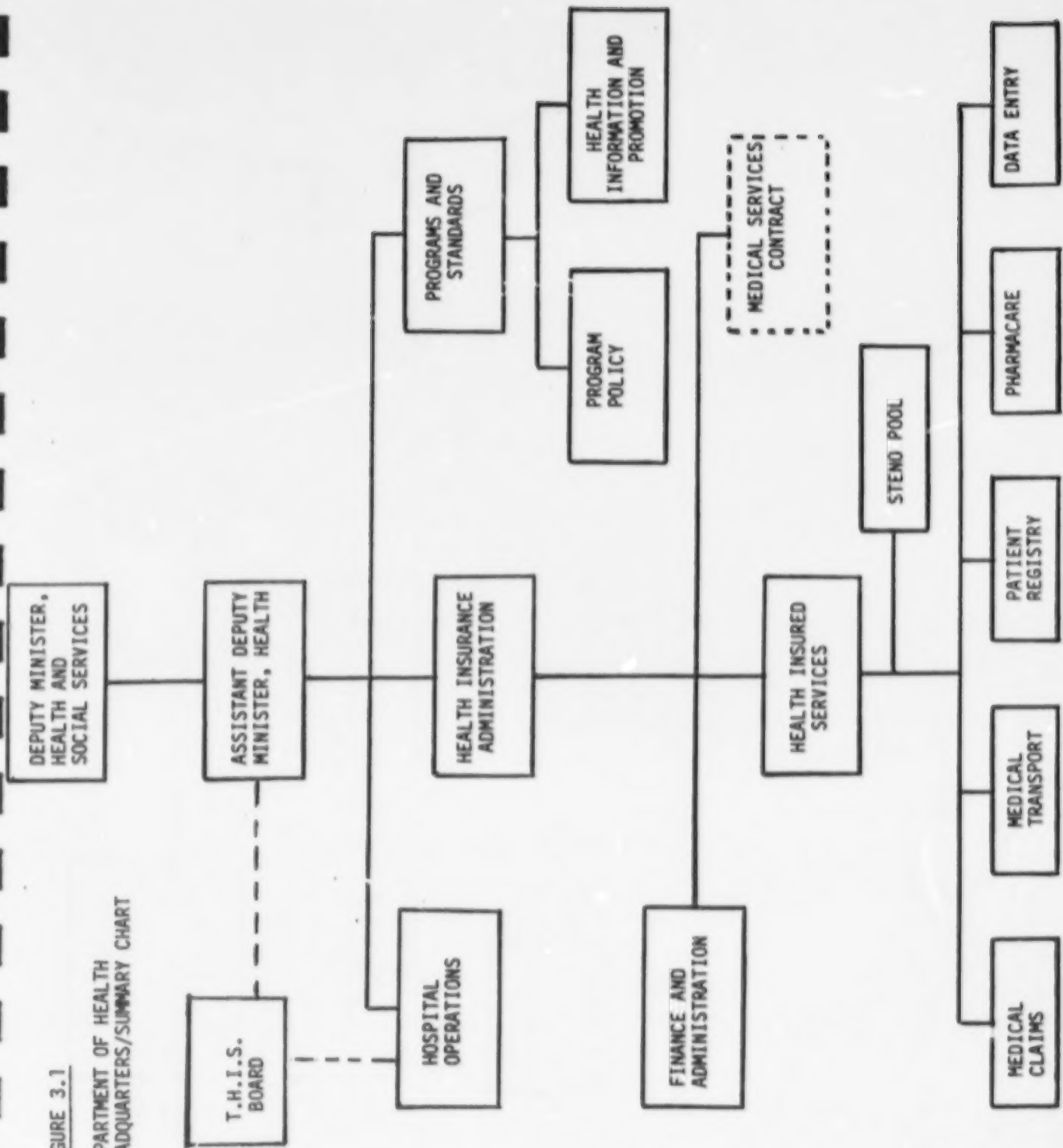


Figure 3.2

DEPT. OF HEALTH
HEADQUARTERS/DIRECTORATE

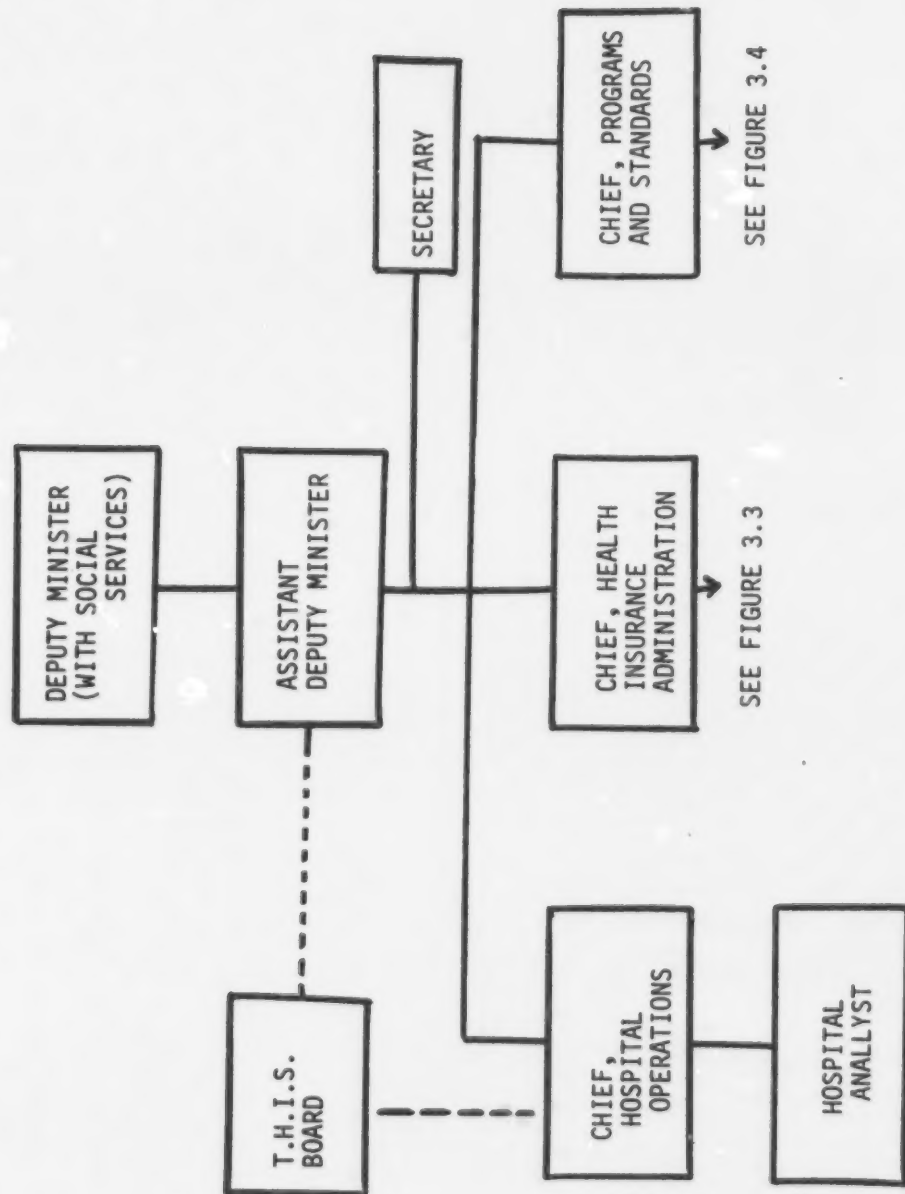


FIGURE 3.3
DEPARTMENT OF HEALTH
HEADQUARTERS/HEALTH INSURANCE ADMINISTRATION

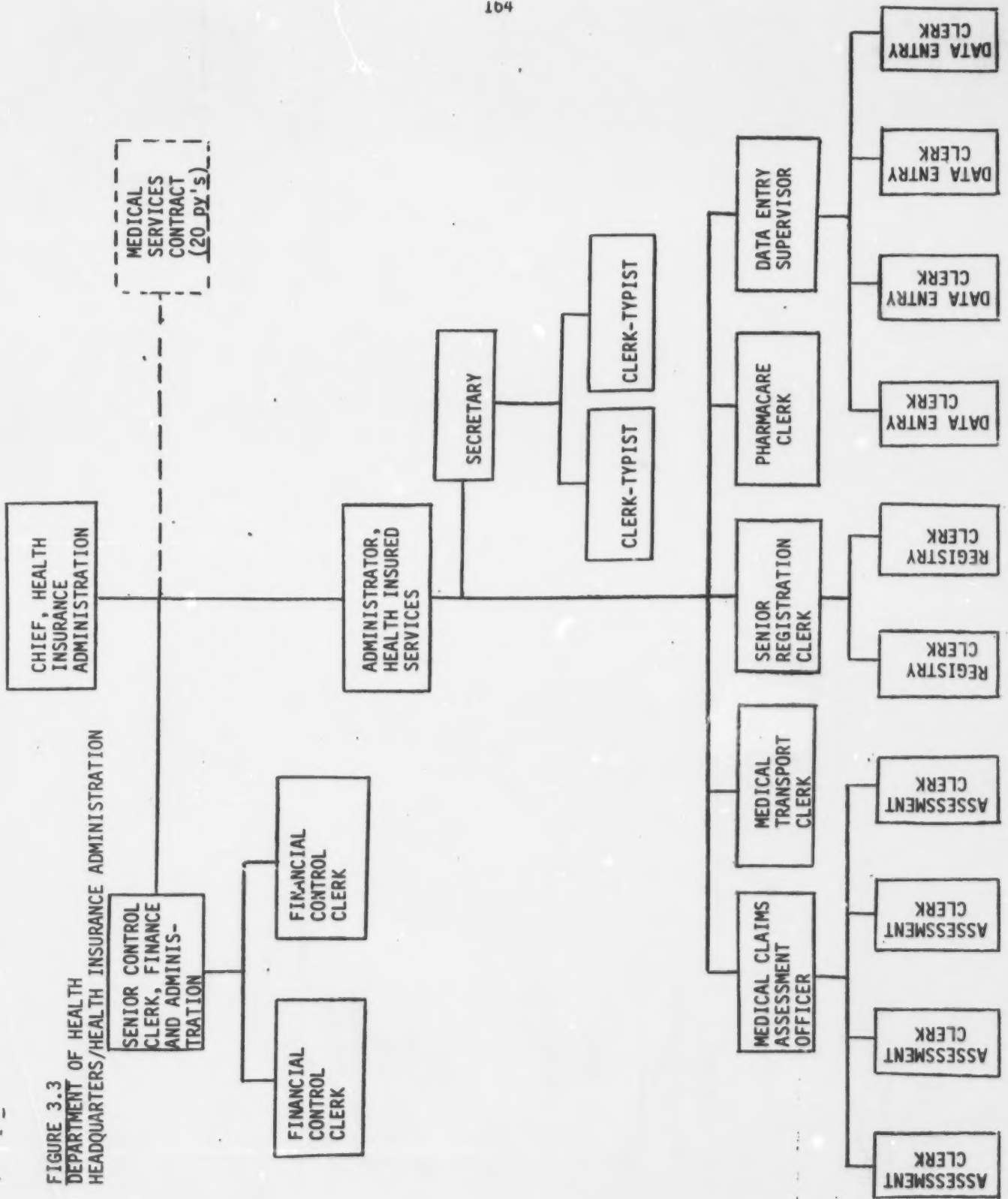


FIGURE 3.4
DEPARTMENT OF HEALTH
HEADQUARTERS/PROGRAMS AND STANDARDS

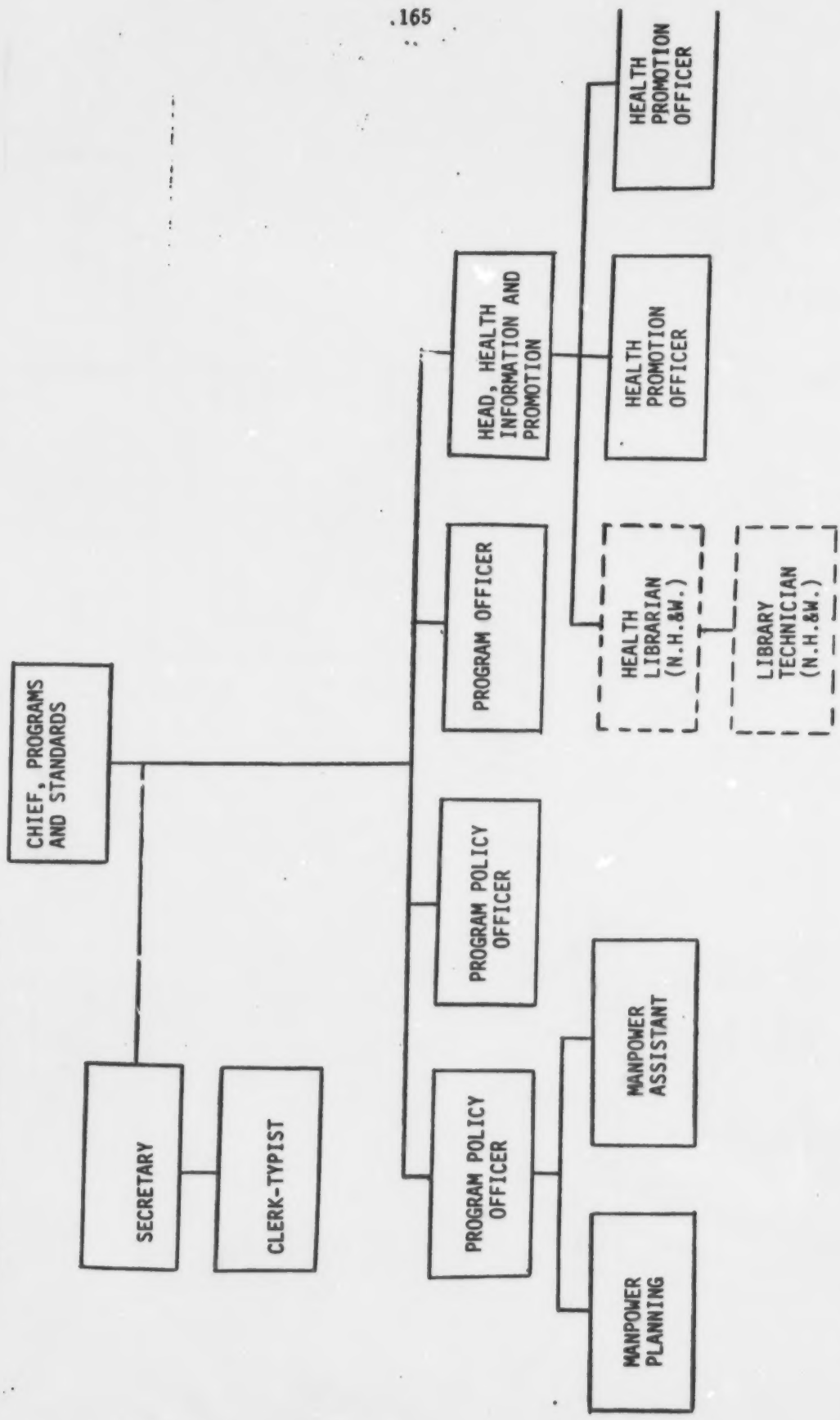


FIGURE 3.5

DEPARTMENT OF HEALTH - NUNAVUT
HEADQUARTERS/DIRECTORATE

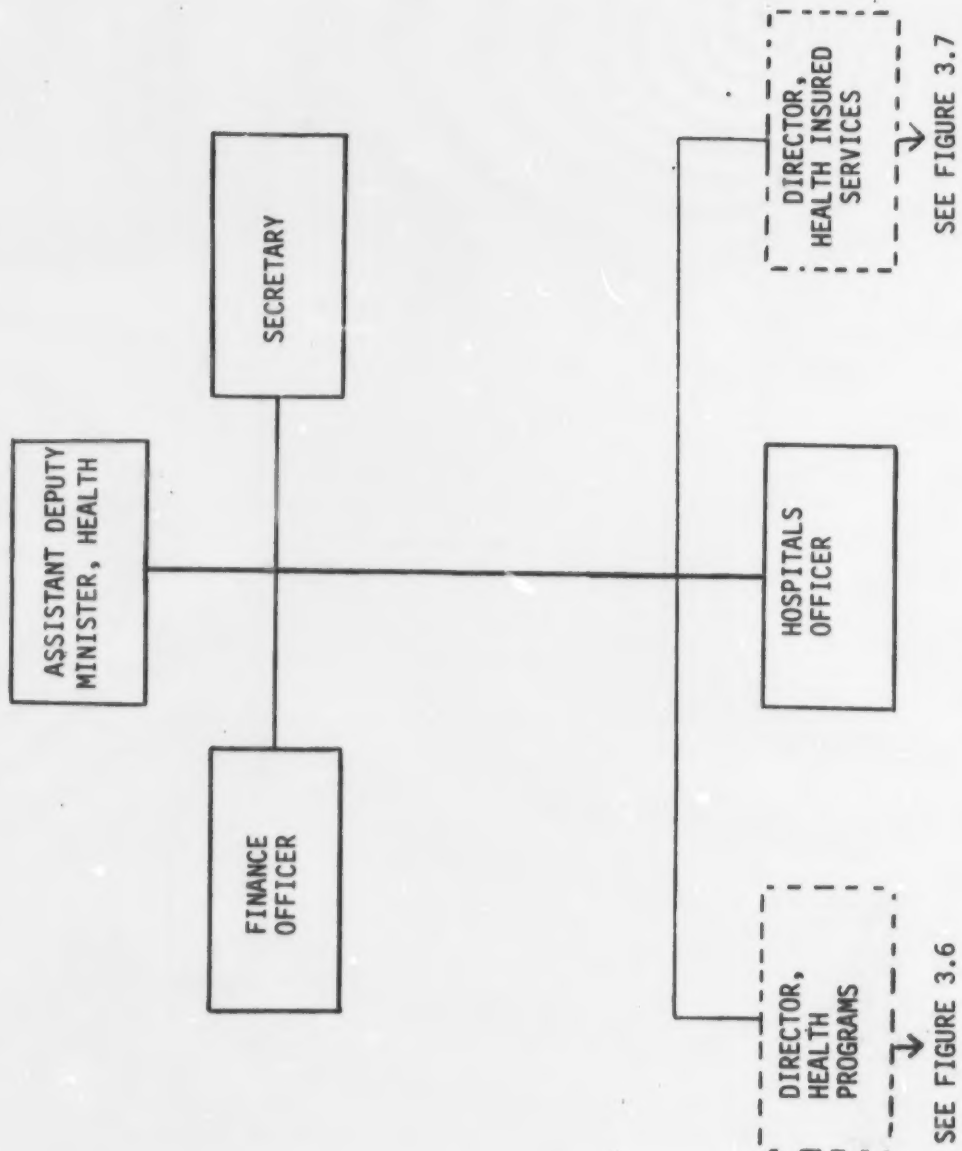
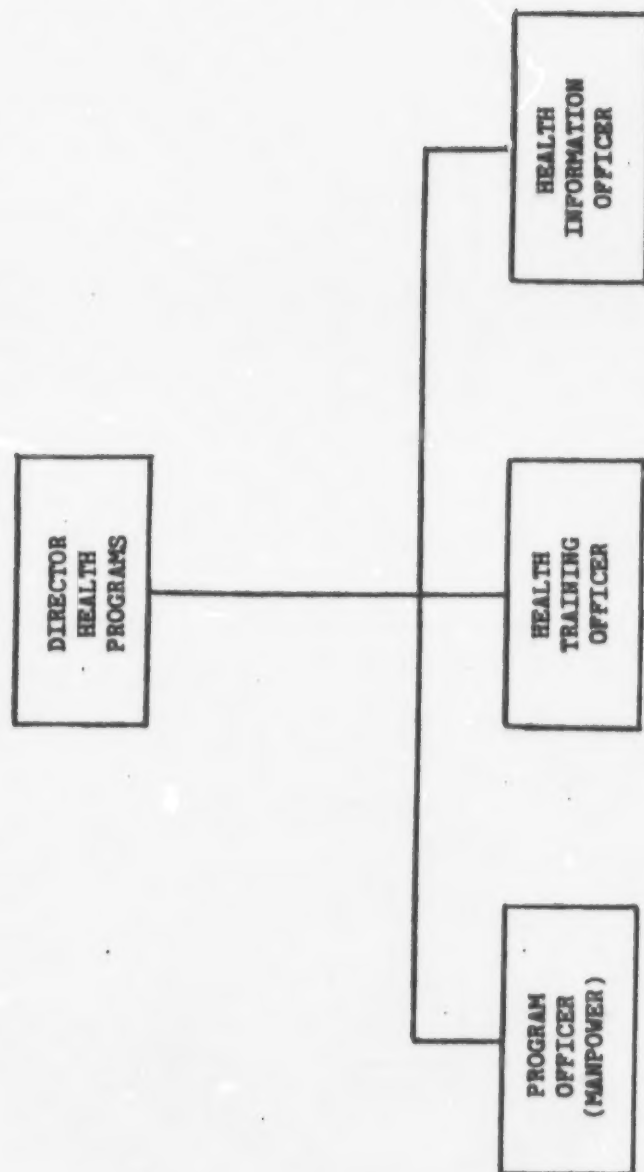


FIGURE 3.6

**DEPARTMENT OF HEALTH - NUNAVUT
HEADQUARTERS/HEALTH PROGRAMS**



DEPARTMENT OF JUSTICE AND PUBLIC SERVICES

A. THE CURRENT ORGANIZATION

1. Summary

The Department of Justice and Public Services currently is responsible for the following functions: the provision of legal services and legislative drafting to departments and the Executive Committee; administration of the legal aid program; maintenance of legal registries; administration of the Police Services Agreement; consumer services; operation of the Prince of Wales Northern Heritage Centre and provision of assistance to other territorial museums; regulatory and administrative responsibilities for public safety; administration of the N.W.T. Library Program; and regulatory and administrative responsibilities for mining inspection services.

The Department is highly centralized with 141.7 person years at the headquarters level (although some of these operate out of Hay River) and there are 2.0 positions in the Baffin. (83/84 Main Estimates)

2. Headquarters Activities

Headquarters activities can be defined in terms of two broad sets of functions - justice and public services.

a) The Directorate

i) Management of departmental divisions and monitoring of progress towards established goals.

ii) Finance and administrative support to other headquarters divisions.

iii) Development of operating guidelines and policy proposals for ExCom.

iv) Liaison between the G.N.W.T. and R.C.M.P. in the planning of policing services in the N.W.T.

v) Provision of legal counsel to the G.N.W.T. on constitutional matters and energy related matters.

b) Justice functions - the following divisions are included under this broad title:

i) Court Services - this division provides technical, financial and administrative support to the Supreme and Territorial Courts. Included within this division are the Sheriff's Office, Court Registries, Court Reporters and the Inspector of Legal Offices. An emphasis has been placed on the training of Justice's of the Peace.

ii) Legal Aid - this division provides administrative and financial support to the Legal Services Board, a corporate body whose members are appointed by the Minister. The Legal Services Board is responsible for the provision of legal aid to eligible persons. The Legal Services Board also acts as a carrier agency for Maliiganik Tukisiiniakvik (based in Frobisher Bay) and the Native Courtworkers Program (in the Western Arctic). These bodies have regional committee status under the Legal Services Board.

iii) Legal Division - provides legal advice and services to all government departments, boards, the Executive Committee and the N.W.T. Housing Corporation. This division also includes the Public Trustee Office which provides for the administration of estates or trusts for infants, mental incompetants and certain intestates. This sub-division also administers all Indian estates in the N.W.T. (by agreement with D.I.A.N.D.). The Legal Division is also responsible for administering the criminal injuries compensation program in accordance with the Criminal Injuries Compensation Ordinance.

iv) Legislation Division - drafting of all bills and preparing for publication of ordinances, regulations, Commissioner's Orders and the Territorial Gazette. They also provide legal opinions concerning legislation or regulations and prepare a legislative summary of legislation passed by the Legislative Assembly.

v) Legal Registries - this division provides for the registering of companies, societies and co-operative associations. Document registry provides for registering of personal property and corporate securities. Also filed in the Document Registry are declarations of partnership or sole proprietorship. The land titles section of this division administers a Torrens System of land registration by which ownership of and interests in privately owned lands are registered.

b) Other functions within Justice and Public Services can be classified under the heading of Public Services and are described below:

i) Safety - responsible for the enforcement of G.N.W.T. regulations and ordinances relating to safety. This division includes a St. John's Ambulance Director and fire training and investigation. Included within this function are four sub-functions: Mechanical and Electrical; Fire Safety; Occupational Health and Safety; and Labour Standards.

ii) Consumer Services - this division serves the following functions:

- serves as a metric information centre
- investigates consumer complaints
- mediates disputes between landlord and tenant
- administers licensing of vendors, direct sellers and collection agents
- registers all vital statistics
- maintains Indian Band membership lists
- registration of professionals within N.W.T.
- issues business licenses

iii) Museums/Heritage Division - includes the operation of the Prince of Wales Northern Heritage Centre and the Territorial Archives. This division encourages and supports community museums and historical societies. It is also responsible for the protection of archaeological sites.

iv) Library Services - operates the public library system in the N.W.T. This division, located in Hay River, employs 7.0 people at the headquarters level. It offers assistance to regional libraries (9 located in the Eastern Arctic) in the form of training and providing reading material.

v) Mining Inspection Services - this division implements and enforces N.W.T. Mining Safety Ordinance and Mine Safety Rules. Conducts mine rescue training at all mines.

3. Regional Operations

With a few exceptions, the operations of the Department of Justice and Public Services are centralized at the headquarters level in Yellowknife. The safety division has two person years allocated in Frobisher Bay, while courts and the head library (as indicated) have person years allocated in Hay River.

There currently are plans to locate a Territorial Judge and support staff in Frobisher Bay to serve the needs of the Eastern Arctic region, however, these have not yet been finalized. As well, there are plans to locate a lawyer in the Baffin regional offices to assist regional staff in their legal needs. Again, these plans have not yet been implemented.

The library division has staff in libraries in the Eastern Arctic, however, these are not permanent person years, but are funded on a "casual payroll" basis.

B. POST DIVISION OPTIONS: DEPARTMENT OF JUSTICE AND
PUBLIC SERVICES

1. General Considerations:

a) As already indicated, this department is a highly centralized one. This could cause difficulties in the creation of a similar department in Nunavut, for one assumption we have made is that headquarters positions in the Eastern Arctic will at least partly be staffed from regional personnel who may wish to move to more senior positions. As Justice and Public Services has no regional staff and, generally speaking, few people in Yellowknife will wish to transfer to the new bureaucracy, staff will have to be drawn disproportionately from the south.

b) The core program activities within the Department currently are those functions related to justice - Court Services, Legal Aid, Legal Division, Legal Registries, Legislation Division and the negotiation and financing of the R.C.M.P. - G.N.W.T. Police Services Agreement. These will be key functions in an Eastern Arctic Territory. These division will be subject to person year variations for the following reasons:

1) If the Department of Justice implements their current plan to locate a Territorial Judge and accompanying support staff in the Eastern Arctic prior to the division of the N.W.T., the number of person years required to staff the Courts Service Division will be significantly reduced post-division.

Moreover, although Nunavut will eventually require their own court system, an option that could be considered is for the Eastern Territory to continue using the N.W.T. Supreme Court as the court of last appeal within Nunavut.

The number of support staff required within the Courts Division will be sensitive to the amount of litigation which tends to be roughly proportionate to the population served. The one exception to this is the training function within the division which will likely assume more importance in Nunavut. Having bilingual J.P.'s and para-legal professionals will undoubtedly be a priority of the Nunavut Assembly and this division should be staffed accordingly.

ii) The Legal Aid Division is currently a very small component of the headquarters operation (3.0 person years). This division offers support to the Legal Services Board and this function will have to be replicated in the Eastern Arctic. For reasons of diseconomies of scale, the Legal Aid function has been combined with consumer services.

iii) The Legal Division, providing legal expertise to government departments, boards, the Executive Committee and N.W.T.H.C., will be sensitive in Nunavut to the size of the government population served in the long run. In the Nunavut Headquarters charts presented, this division has been reduced to approximately 1/3 of its current size. Although it is recognized that initially Nunavut will probably require more legal counsel than the charts indicate (due to the legal complexities of the transfer from G.N.W.T. to Nunavut Territorial Government), it is possible that this initial activity could be handled adequately

by lawyers hired on a contract basis or 'borrowed' from either the G.N.W.T./Federal Government.

iv) Similarly, the Legislation Division in a Nunavut Territorial Government will assume a greater importance in the short term given the amount of new legislation that will be required. Generally, this division is not population sensitive, but rather is sensitive to the amount of legislation introduced. The function performed by this division is also a very specific function and one that cannot be combined with any other activity in the department. The recommendation here is that initially the Nunavut Government allot 3 person years in this field with the possibility of seconding personnel from the Federal Government or putting this function out on contract as demand necessitates.

v) Although the Police Services Agreement is negotiated through the Directorate, it is a core function of the Department of Justice and Public Services. Currently, there are no established person-years in this function as it is handled by the Deputy Minister and his/her staff. This can be expected to happen in Nunavut as well. However, the cost associated with the creation of Nunavut will be O&M and not a cost in terms of person years.

c) The program support activities within this Department are those of the Directorate which supplies guidance on a daily basis and financial and administrative services to Headquarters staff.

This function is expected to be proportional to the number of staff served and monitored in the Nunavut Department. Thus, in the charts presented, this factor has been taken into account and person years have been reduced by approximately half.

d) Ancillary functions within the Department include all the functions currently being performed by the Public Services branch of the Department. As the Department has evolved, it seems to have assumed many functions that are not directly related to justice. It is a "miscellaneous" department with functions that don't logically fit anywhere else being assigned here. Although the Department has managed to divest itself of many functions (i.e. motor vehicles and liquor services now are the responsibility of Government Services), there are still functions within it that make it a very diversified department.

As the assumption within this paper is that at the outset current organization and functions will remain constant in Nunavut (Section IV will discuss the possible reorganizations), the divisions will be dealt with as they currently exist.

i) Safety will obviously continue to be a concern in Nunavut, but due to the specialized nature of the four safety divisions, it is not possible to combine these activities. Therefore, at least one person year will be required within each sub-activity of this division: Mechanical and electrical; Fire Safety; Occupational Health and Safety; and Labour Standards. In Nunavut Headquarter charts presented, the Safety Division has been combined with Mining Inspection Services, as they are

related functions. This reduces the span of control and eliminates the need for the senior position.

ii) Consumer Services division performs a broad range of functions. As well as consumer-related services (ie. mediating between landlord/tenant disputes), this division also performs administrative/registrarial functions through the issuing of business licences, registration of professionals, and keeping of vital statistics. While some of these functions can and are often being performed by municipalities, a central co-ordinative person year would still be required. One Nunavut-specific factor is that there would be no need for a person year for Band Membership registry. As already stated, this division has been combined with the Legal Aid Division in our Headquarters charts for Nunavut, as suggested by departmental officials.

iii) The Museums/Heritage Division, with a person year total of 20.1 currently, performs a valuable function both in terms of the preservation of territorial history and providing assistance to museums across the North. This can be expected to be an important function in Nunavut. However, the proposed Eastern Arctic Territory does not have a "Territorial" museum (although it certainly does have smaller museums that receive assistance from this division) or a Territorial archive. Many of the person years currently in this division are engaged in the direct operation of these two facilities. However, until such time as Nunavut should decide to establish a Museum and an Archive, this division will require only sufficient person years to carry on assistance to existing museums, encourage the training of young

students through the summer archeologists program, foster the development of more museums in the Eastern Arctic to handle an archival function.

One option might be to cut the museums division entirely (see "lean" charts), but given the cultural importance of this activity, such a decision will have to be made on the basis of political rather than administrative criteria.

iv) Library Services - operating public libraries across the North, is a function that will have to be replicated in the Eastern Arctic Government. It is a small division, with 7.0 person years based in their headquarters in Hay River, although many more are staffed under a casual contract basis. The initial size of the headquarters will have to include person years sufficient to continue the functions that they currently perform - ordering new stocks of books, revolving collections around small northern communities, training librarians in the field so that they would eventually assume a para-professional skill, etc.. Thus, the work could broadly be placed in two categories - administration and training. The size of this division in the charts presented represents the smallest complement necessary to carry on adequate services to northern communities - this division may grow in size as the territory grows and as technology develops (i.e. with the increasing role of systems like Teledon, the library may be assuming an important function in operating and teaching people how to access the great amount of information). The Nunavut-specific factor here is that existing libraries served would be cut by 2/3.

v) Mining Inspection Services - a separate division from the Safety division, this function will be important in Nunavut given the number of mines operating with the Eastern Arctic. As this is a technical skill, the number of person years required cannot be brought down below one. As well as inspecting mines, this division performs a training function in instructing mine staff in rescue operations. It is estimated that the Nunavut Government will require at least one mining inspector, and that this function may grow as non-renewable resource development in this sector increases. In the charts presented, this function has been included in the Safety Division.

2. Department of Justice & Public Services: H.Q. Nunavut

Although other options for reorganization and decentralization could certainly be considered for this department, the charts presented here represent simply a scaling down of what currently exists in the department without taking into consideration any other organizational options (see Section IV below).

The core functions of Justice/Legislation/Legal Aid have been continued and scaled down proportional to the size of the population served. Although, initially, there may be a significant amount of legal work required in Nunavut, the assumption here is that this overload can be handled in the short term by contract specialists and possibly secondments. Therefore the numbers represented in this function are continuing person years that will be required in the long term.

The ancillary functions have been combined to reduce the total number of division heads necessary and to ensure a smaller, more compact span of control. But again each function has been replicated, scaled down proportional to the numbers served, with a certain baseline set of skills allowed for.

The Directorate, with its finance and administration component, has been reduced relative to the size of the divisional staff served. Overall, Justice and Public Services Department has been reduced from 141 person years to 50 - a reduction of approximately $2/3$ which would be roughly proportional to the government and total population served.

FIGURE 4.1

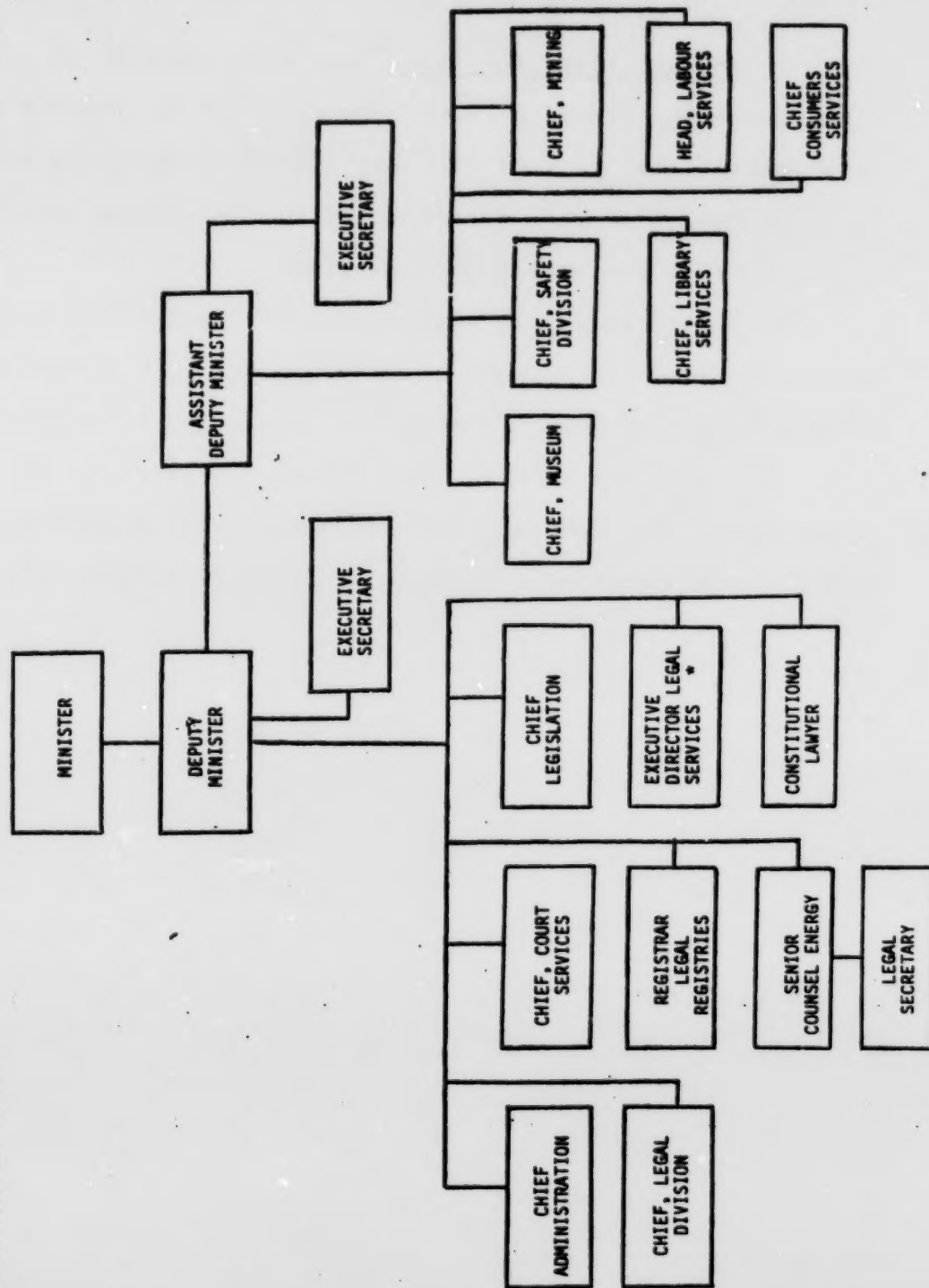
DEPARTMENT OF JUSTICE AND PUBLIC SERVICES
HEADQUARTERS/SUMMARY CHART

FIGURE 4.2

DEPARTMENT OF JUSTICE & PUBLIC SERVICES
HEADQUARTERS/FINANCE & ADMINISTRATION

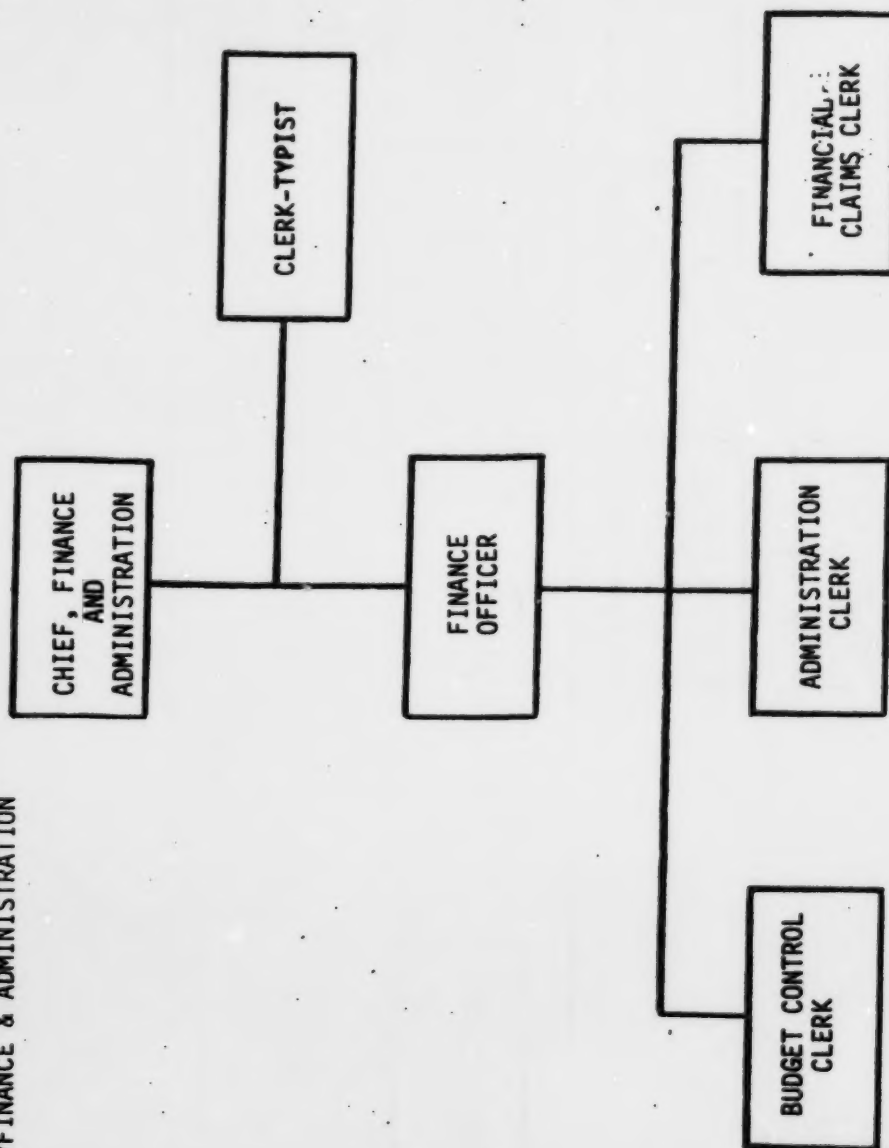


FIGURE 4.3

**DEPARTMENT OF JUSTICE & PUBLIC SERVICES
HEADQUARTERS/LEGAL DIVISION**

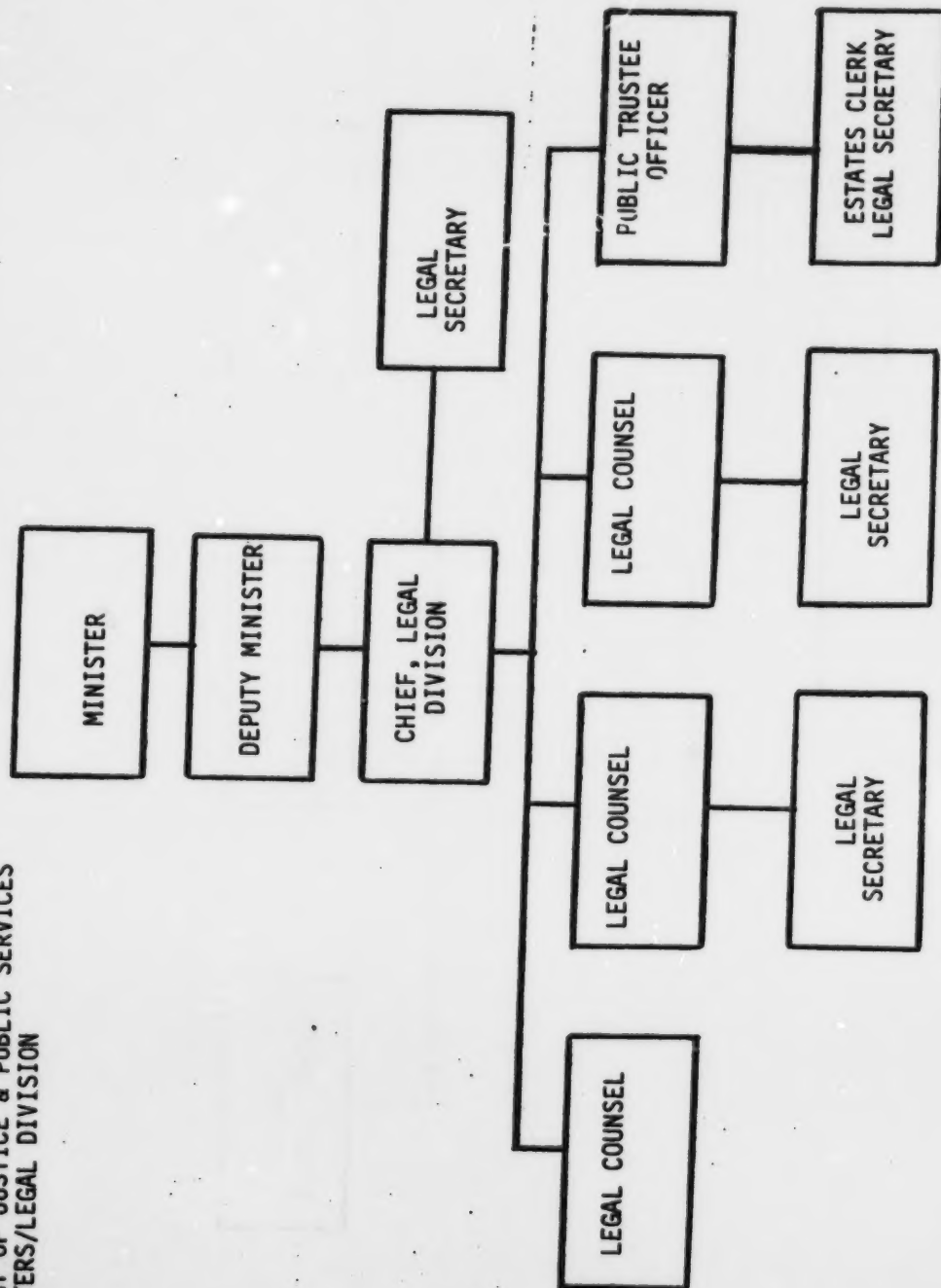


FIGURE 4.4

DEPARTMENT OF JUSTICE & PUBLIC SERVICES
HEADQUARTERS/COURT SERVICES (ADMIN)

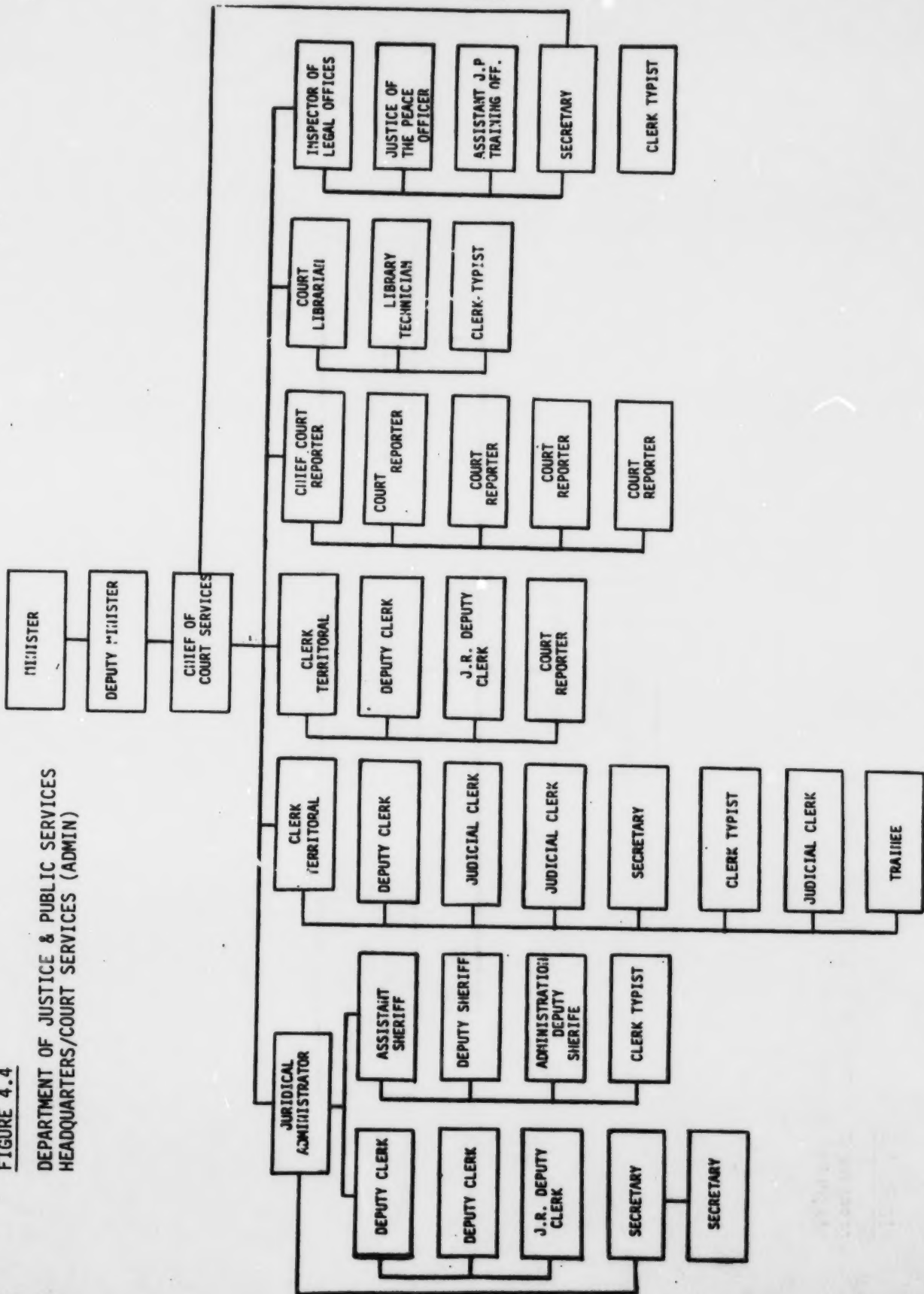


FIGURE 4.5

DEPARTMENT OF JUSTICE & PUBLIC SERVICES
HEADQUARTERS/COURT SERVICES

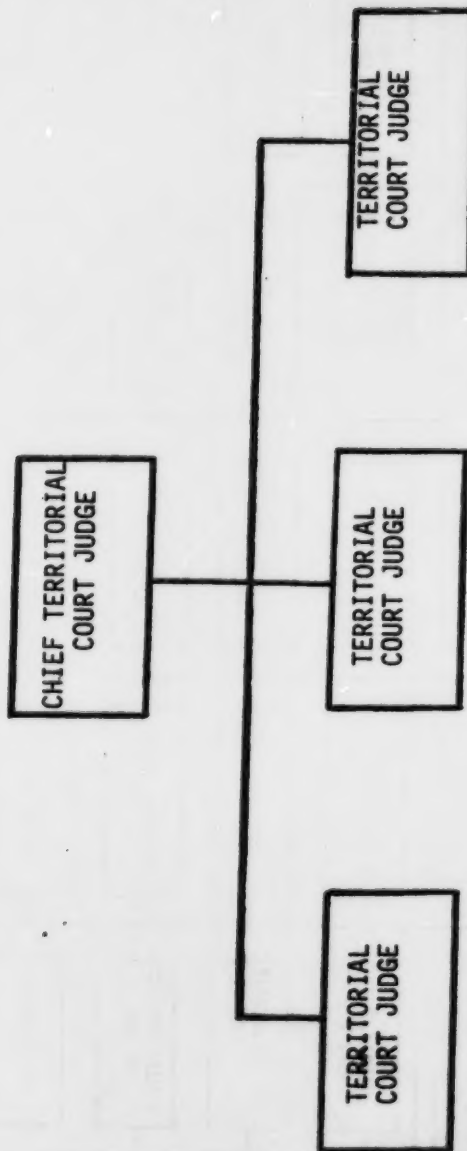


FIGURE 4.6

**DEPARTMENT OF JUSTICE AND PUBLIC SERVICES
HEADQUARTERS/LEGAL REGISTRIES**

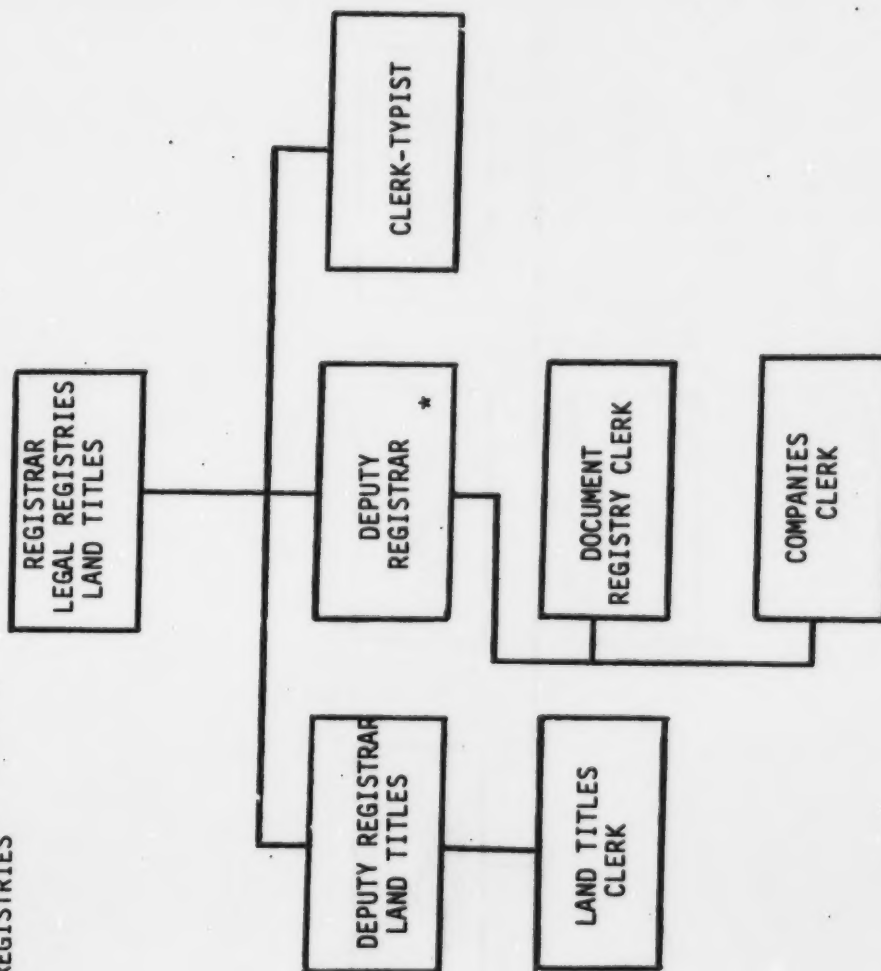


FIGURE 4.7

**DEPARTMENT OF JUSTICE AND PUBLIC SERVICES
HEADQUARTERS/LEGISLATION DIVISION**

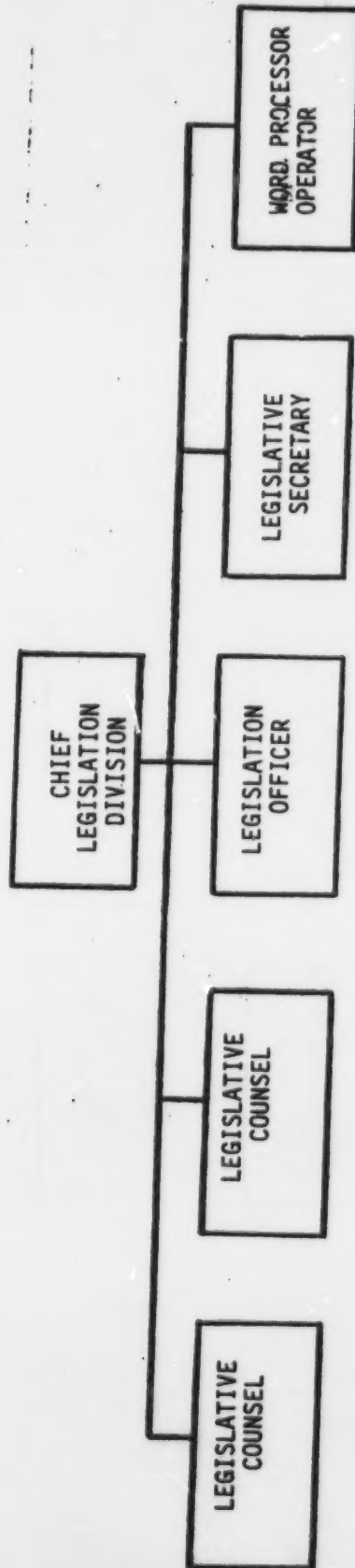


FIGURE 4.8

DEPARTMENT OF JUSTICE & PUBLIC SERVICES
HEADQUARTERS/LEGAL AID DIVISION

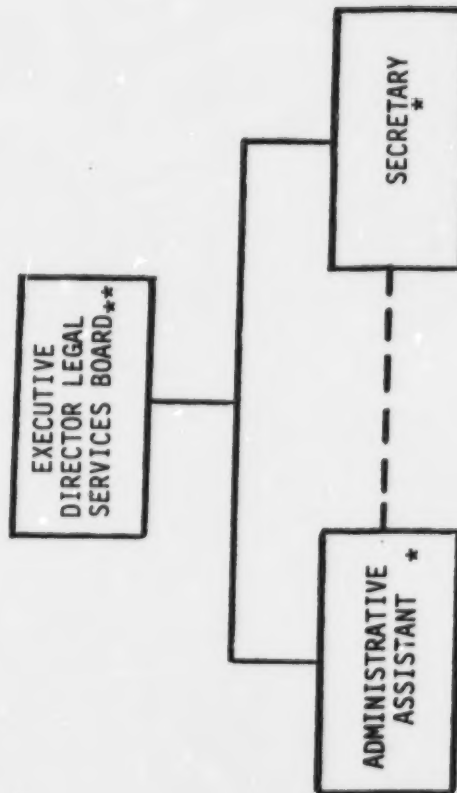


FIGURE 4.9

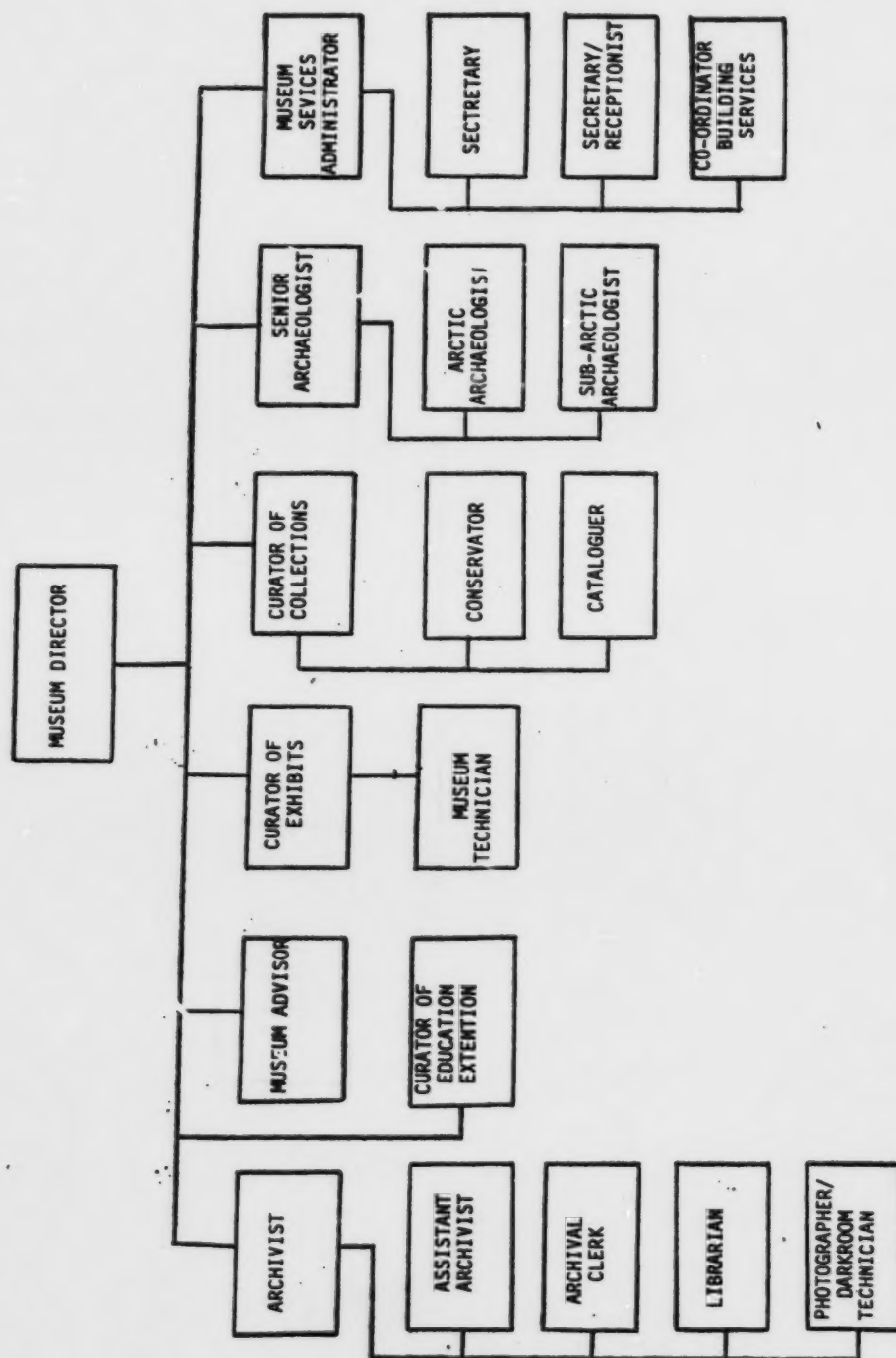
DEPARTMENT OF JUSTICE AND PUBLIC SERVICES
HEADQUARTERS/MUSEUMS DIVISION

FIGURE 4.10

DEPARTMENT OF JUSTICE & PUBLIC SERVICES
HEADQUARTERS/SAFETY DIVISION

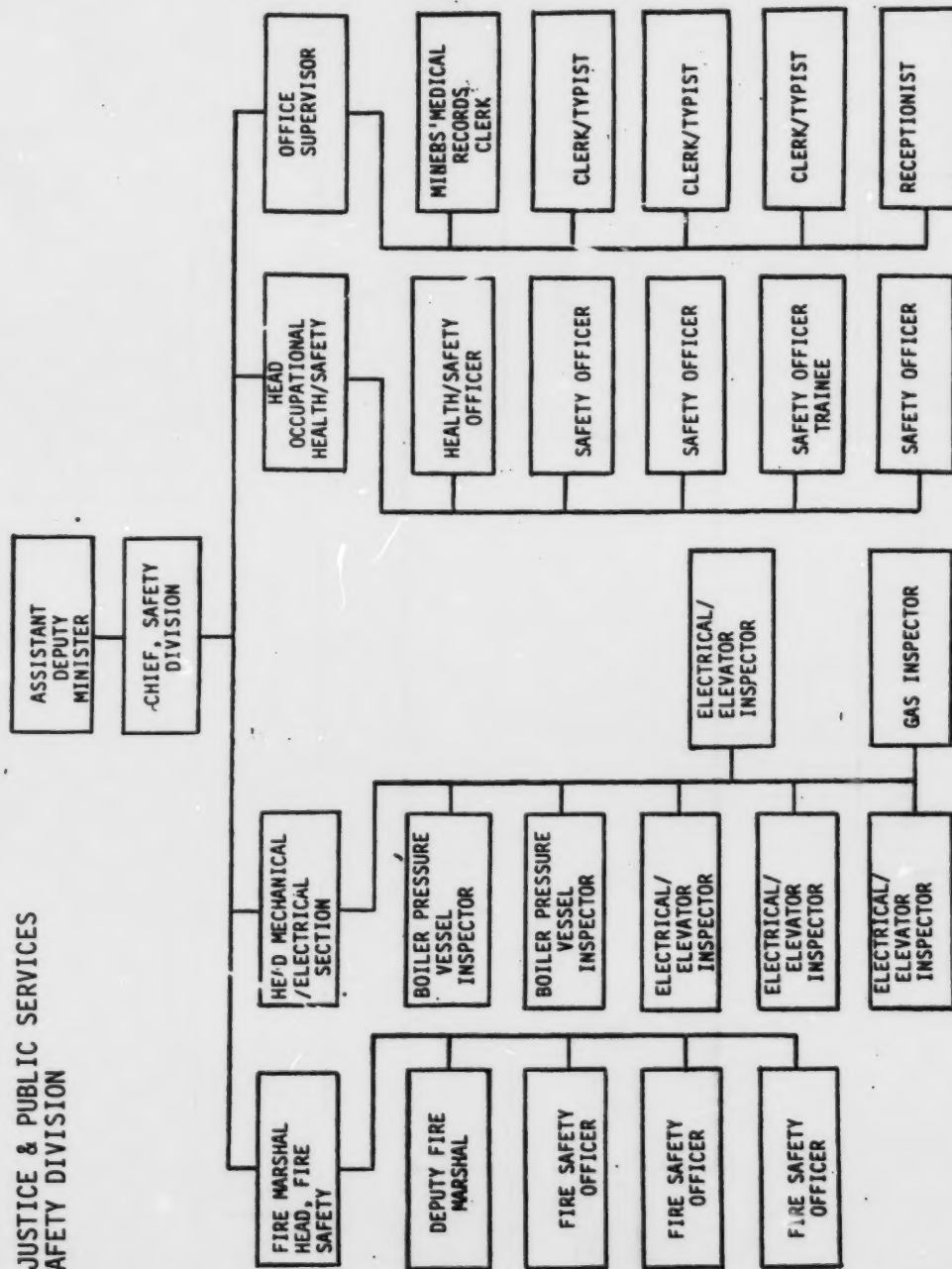


FIGURE 4.11

**DEPARTMENT OF JUSTICE & PUBLIC SERVICES
HEADQUARTERS/LIBRARIES DIVISION**

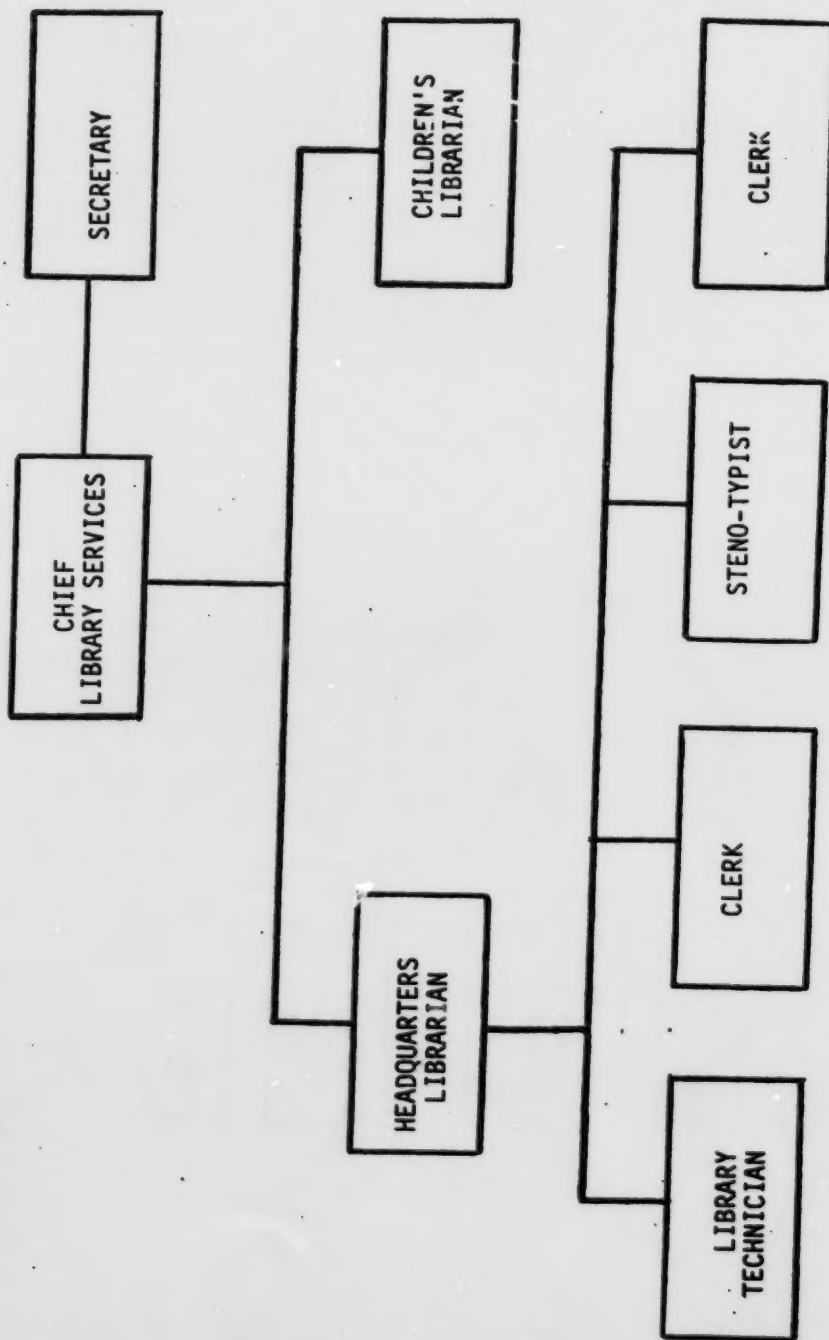


FIGURE 4.12

DEPARTMENT OF JUSTICE & PUBLIC SERVICES
HEADQUARTERS/MINING DIVISION

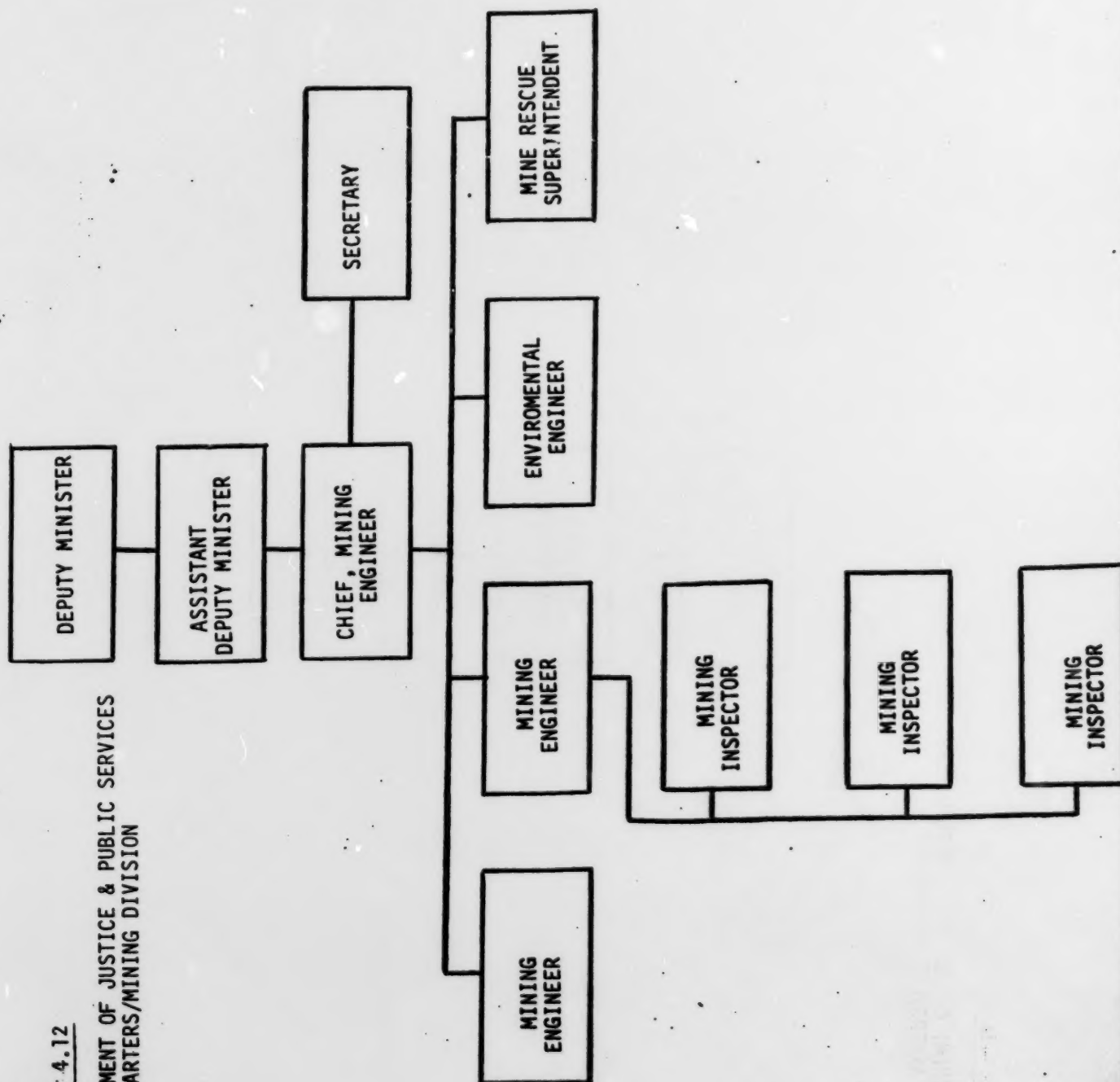


FIGURE 4.13

DEPARTMENT OF JUSTICE & PUBLIC SERVICES
HEADQUARTERS/LABOUR SERVICES

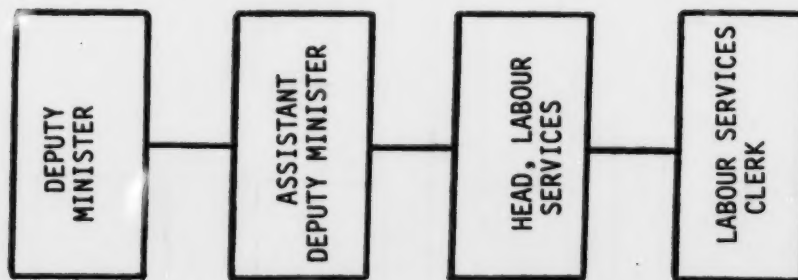


FIGURE 4.14

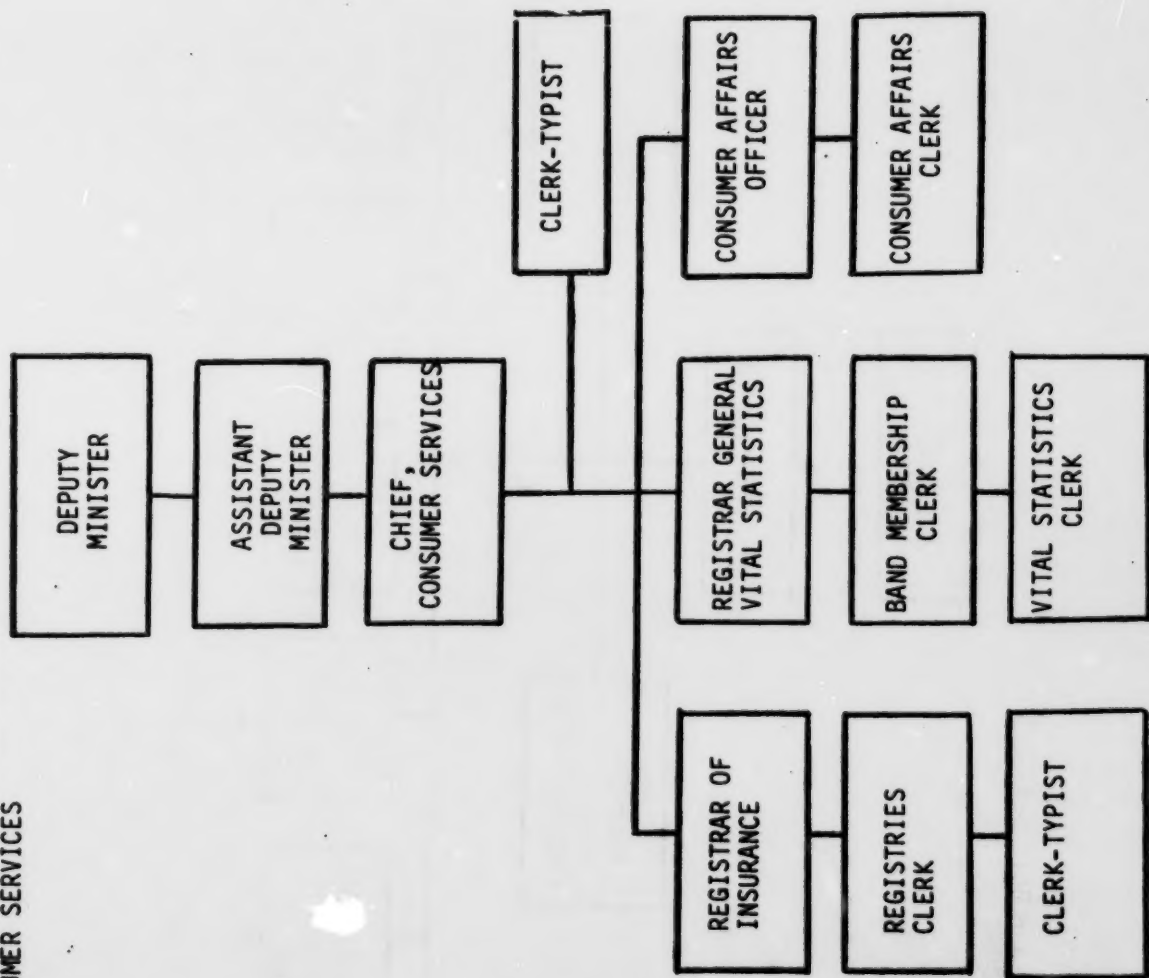
DEPARTMENT OF JUSTICE AND PUBLIC SERVICES
HEADQUARTERS/CONSUMER SERVICES

FIGURE 4.15

DEPT. OF JUSTICE & PUBLIC SERVICES -
HEADQUARTERS/SUMMARY

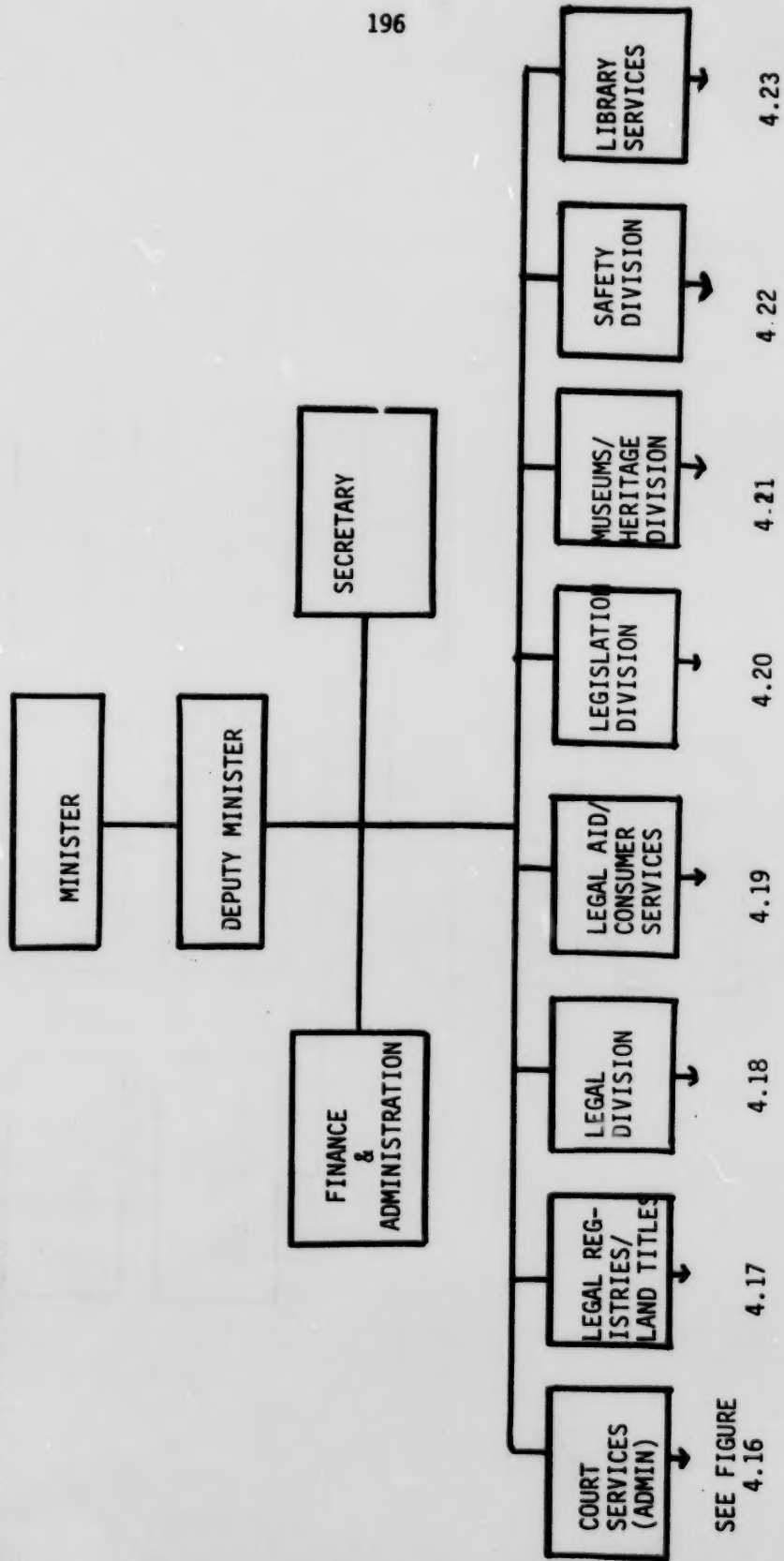


Figure 4.16

DEPT. OF JUSTICE & PUBLIC SERVICES -
NUNAVUT HEADQUARTERS DIRECTORATE

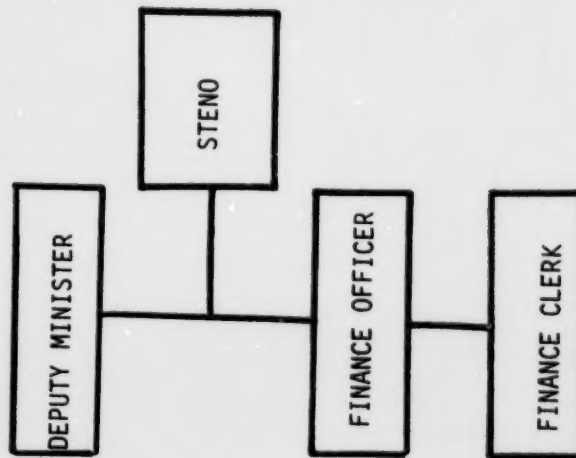


FIGURE 4.17

DEPT. OF JUSTICE & PUBLIC SERVICES -
NUNAVUT
HEADQUARTERS/COURT SERVICES (ADMIN)

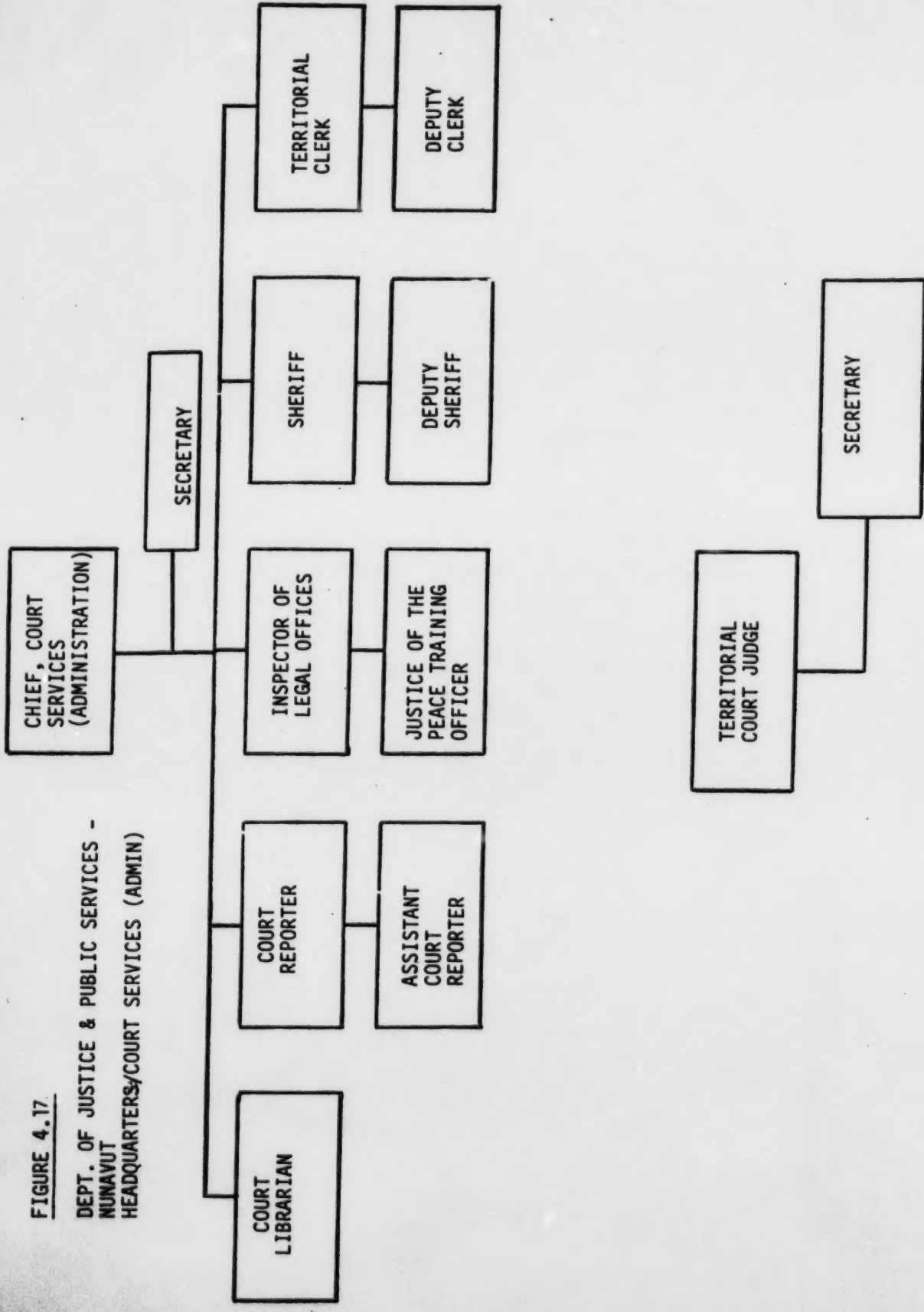


FIGURE 4.18

DEPT. OF JUSTICE & PUBLIC SERVICES - NUNAVUT
HEADQUARTERS/LEGAL REGISTRIES/LAND TITLES

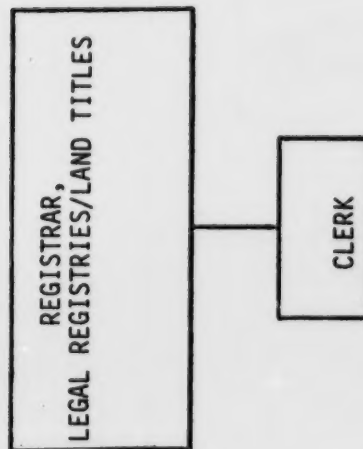


FIGURE 4.19

DEPARTMENT OF JUSTICE AND PUBLIC SERVICES - NUNAVUT
HEADQUARTERS/LEGAL DIVISION

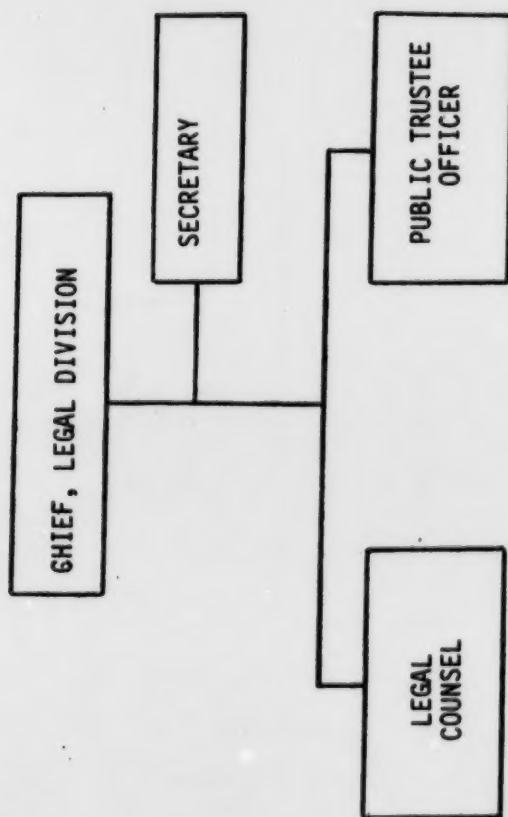


FIGURE 4.20

DEPT. OF JUSTICE & PUBLIC SERVICES - NUNAVUT
HEADQUARTERS/LEGAL AID/CONSUMER SERVICES

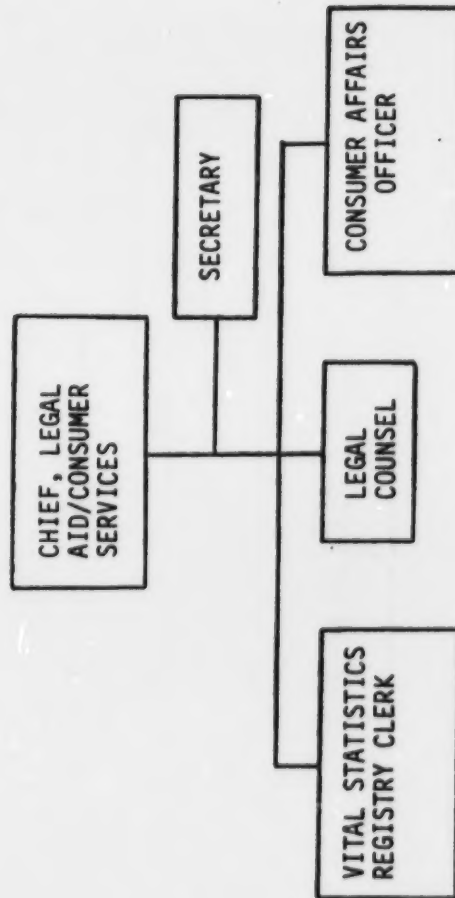


FIGURE 4.21

DEPARTMENT OF JUSTICE & PUBLIC SERVICES - NUNAVUT
HEADQUARTERS/LEGISLATION DIVISION

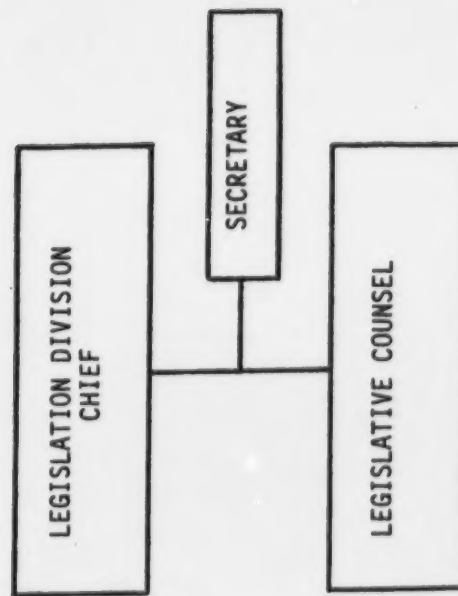


FIGURE 4.22

DEPT. OF JUSTICE & PUBLIC SERVICES - NUNAVUT
HEADQUARTERS/ MUSEUMS/HERITAGE DIVISION

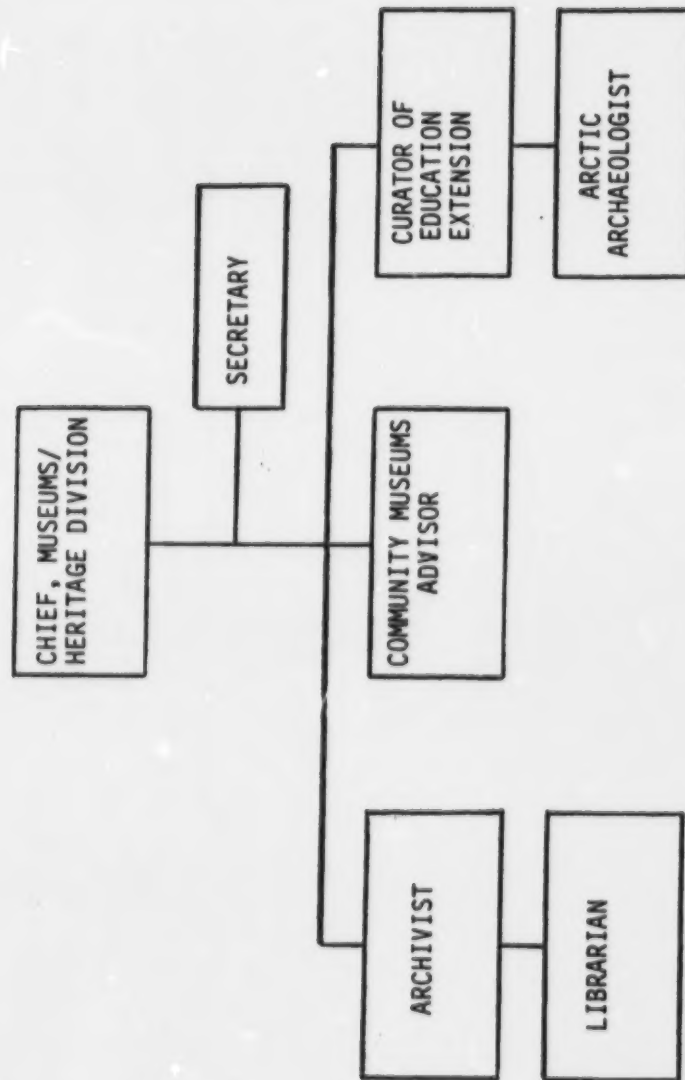


FIGURE 4.23.

DEPARTMENT OF JUSTICE & PUBLIC SERVICES - NUNAVUT
HEADQUARTERS/SAFETY DIVISION

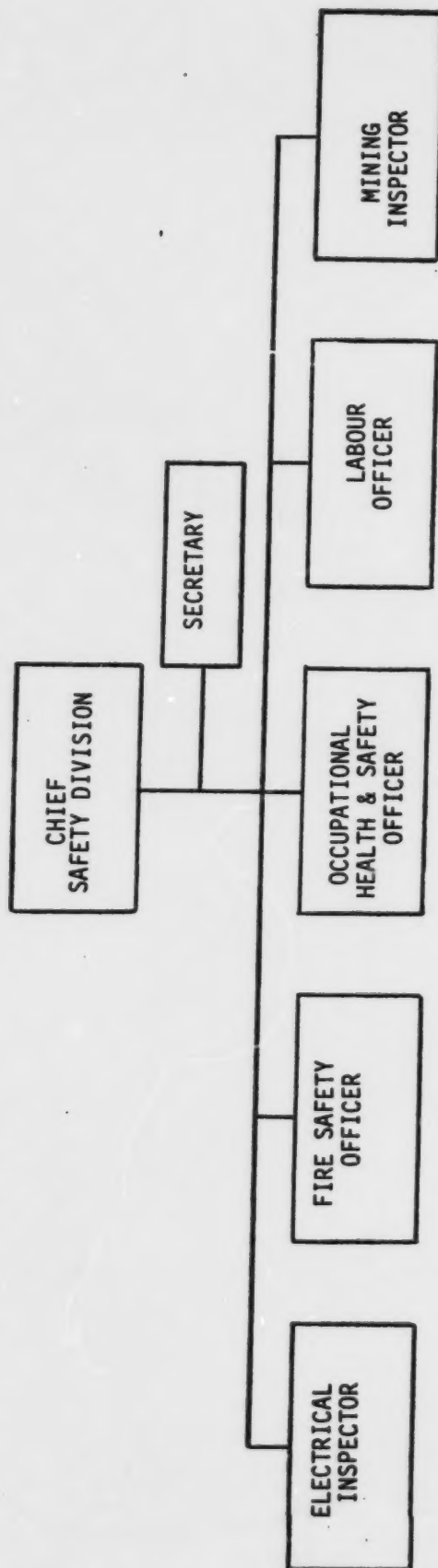
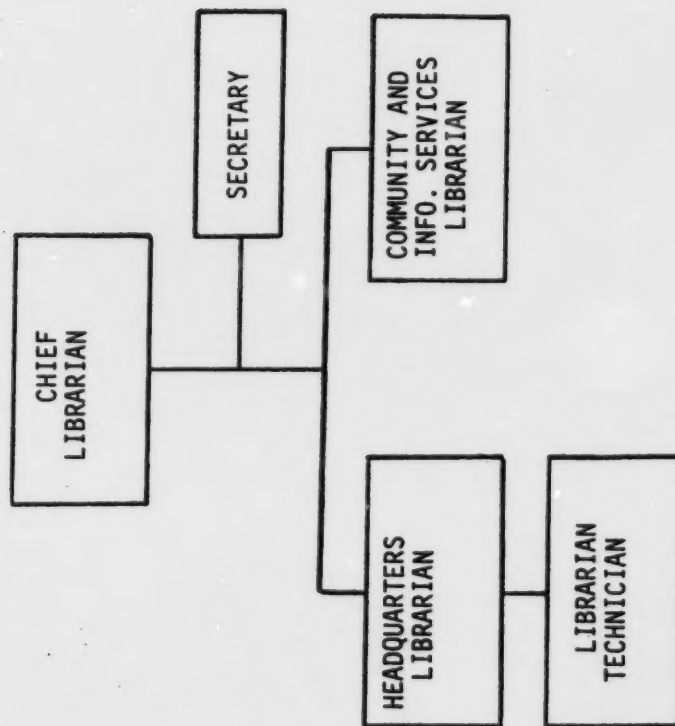


FIGURE 4.24

DEPARTMENT OF JUSTICE & PUBLIC SERVICES - NUNAVUT
HEADQUARTERS/LIBRARY SERVICES DIVISION



Department of Local Government

A. THE CURRENT ORGANIZATION

1. Summary

The Department of Local Government of the G.N.W.T. is responsible for assisting communities in the development of strong and responsible local governments, in facilitating the planning process for future community development, offering training opportunities in community administration, directing the operation of community airports, and assisting communities to develop recreation programs. To accomplish this mandate, the Department has a total of 133.1 person years 62.7 based in the headquarters and 70.4 in the five regions (1983/84 Estimates). See Figure 5.1 Page 218.

2. Headquarters Activities

a) The Directorate - This activity includes the following sub-activities:

i) Policy Development - provision of policy advice to the Minister and the development of legislative proposals. In 1982, an Advisory Group was formed within the directorate to co-ordinate the policy advisory function in the department.

ii) Management - the day to day direction of the

department in the implementation of program responsibilities.

iii) The provision of administrative support services such as finance and personnel to the other divisions and to the regions.

b) Community Planning:

i) The central function of this division is to assist the communities in the preparation of plans for the physical development of communities.

ii) It is also responsible for developing technical standards and guidelines for capital programs (municipal works) and for providing assistance in this area to the tax based municipalities.

iii) The third broad activity area of this division is the provision of mapping services for the G.N.W.T..

c) Municipal Affairs - Where community planning is concerned with the physical aspects of community development, Municipal Affairs is responsible for the provision of services to the local governments and administration. The sub-activities of this division are as follows:

i) The provision of advice to local governments and the provision of training for municipal administrators.

iii) Financial and administrative support for municipal services in communities which are not incorporated.

It should be noted that the bulk of this activity area is concentrated at the regional level and has relatively small headquarters component.

d) Lands and Assessment - This division performs two broad functions:

i) Land Management - management of Commissioner's Land including the issuing of land use permits and timber leases; undertaking of legal surveys in the communities.

ii) Assessment - provision of a property assessment service for tax based municipalities and undertaking assessment of territorially taxable properties elsewhere.

Note that this division is based entirely in headquarters with personnel travelling to the field as required.

e) Community Airports - General role is the implementation of the Arctic Air Facilities Policy. Specific sub-activities include:

i) Developing and implementing procedures and guidelines for community airports.

ii) Inspection and evaluation of airport

facilities and procedures to ensure compliance with AAF policy.

This is all done under agreements with Transport Canada.

e) Sport and Recreation - The activities, of this division are as follows:

i) The planning of recreational and sport facilities in concert with the communities.

ii) The development of programs to assist in fostering leadership skills etc. in the communities.

iii) The provision of financial assistant to groups and communities.

3. Regional Operations

All of the activities represented by the headquarters component of this department are present in the regions with the exception of Lands and Assessment. In each of the Nunavut regions - Baffin, Keewatin, Kitikmeot (and Inuvik) - there is at least one person year committed to Community Planning, Municipal Affairs, Community Airports and Recreation. Each region also has at least one Finance Officer, and while regional superintendents would be expected to maintain a concern with policy matters, there are no policy officers as

such in the regions for this department.

Because we are assuming that the regional organizations of the various departments will remain relatively constant at least through the period of transferring authority from the G.N.W.T. to the Nunavut Territorial Government, they will not be dealt with specifically except where special circumstances make it necessary to revise their structure. Hence the charts for the regional components of the Department of Local Government currently are also the charts for the regional offices of Nunavut.

B. POST DIVISION OPTIONS: DEPARTMENT OF LOCAL GOVERNMENT

1. General Considerations

a) The core program activities in the current Department of Local Government are Community Planning and Municipal Affairs. These will continue to be the core activities in the post division environment in both territories. Some variations in program delivery needs is to be expected for the following reasons:

i) The person year requirements of these core program divisions of the department are less sensitive to total population figures than they are to the number of

communities or municipalities being served; ie., The current department's person year establishment is reflective of the fact that there are 63 communities more than that there are 48,000 people in the N.W.T.. Similarly, when we come to assess the person year requirements of Nunavut, the significant determinant is the fact that the eastern territory could end up with from 24 - 30 communities depending on the boundary. Additional factors which are Nunavut specific are that the eastern territory will likely have but one town (Frobisher Bay) and no cities or villages at all. The rest of the communities are either hamlets or unincorporated settlements. The compensating factor here is that while the larger municipalities in the west might have greater need for urban planning and advice, they are also more likely to be able to hire their own planners, etc.. The conclusion here is that the person year requirements in the core program division of the department of Local Government after the creation of Nunavut will be proportional to the number of communities being served.

ii) With respect to the Municipal Affairs function of the department, because it is already significantly decentralized to the regions, the headquarters person year requirements of Nunavut should be determined by the existing headquarters-region ratio.

b) The ancillary program activities in the current Department of Local Government are Lands and Assessment, Community Airports, and Sport and Recreation.

Lands and Assessment fits logically with the Department's core activities, however, there are "Nunavut specific" factors which will affect the headquarters person year requirements in the eastern territory. The land management function will be significantly reduced in Nunavut because the bulk of the Commissioner's Lands in the N.W.T. are located in the Mackenzie Valley area. Moreover, regardless of the boundary, the responsibility for issuing timber licenses will not be particularly burdensome in Nunavut. The assessment function of this division will also be significantly reduced, in part because there are fewer people in the eastern arctic but more significantly because there is less privately owned property and only one revenue based municipality. According to senior departmental officials, the current work of the division is 30 - 85% concentrated in the western N.W.T.. The person year requirements for this activity in Nunavut should consequently reflect this percentage.

The Community Airports function of the G.N.W.T. Department of Local Government will be reduced proportionally to the number of community airports in Nunavut. Hence, total person year requirements in headquarters would be expected prima facie to decline significantly. There do not appear to

be any "Nunavut specific" factors with respect to this departmental activity. Similarly, the Sport and Recreation Division of the department will have to be reduced in size, but there is no prima facie justification for reducing the headquarters component by more or less than proportionally to population.

c) Program support activities in the Department of Local Government today are administration and finance, and policy. The former are partially decentralized to the regions, with each of the regions having an administrative support unit. However, there is also a central Finance and Administration Division which services the headquarters operation and acts as a clearing house for regional administrative matters. The size of the program support component of an organization is directly related to the size of the organization. Such units do not vary a great deal from one program department to another and they are not directly affected by variables such as population, number of communities being served, etc.. For the most part, there will be few Nunavut specific factors affecting the size of program support units in the new territory. The one exception to this rule is likely the training function which in many departments of Nunavut Territorial Government will require increased person years at the outset in order to staff the new bureaucracy.

The policy function of the department currently is essentially centred in the directorate, although policy inputs can flow from the line managers in each of the headquarters program division, as well as from the regions. Hence the directorate advisory group not only initially develops policy, it must also act as a clearing house for policy inputs operating elsewhere in the department.

2. Department of Local Government: Headquarters Nunavut

The basic feature of this headquarters model is that the Department of Local Government has been reduced from five program divisions to two. The justification for this is that three of the divisions in the department were already very small and with a scaling down proportionally to the smaller territory of Nunavut these divisions were too tiny to be retained as discrete organizational entities. As can be seen from Figure 5.12 Page 229, Municipal Affairs, Airports, and Sport and Recreation have been lumped together under a Municipal Services Division. The Lands and Assessment Division of the current department has been virtually eliminated although because there is one tax based municipality in Nunavut and because there will be some call for assessments of property under territorial jurisdiction it was deemed advisable to retain one assessor on staff and one

assessment technician. These officials have been attached to a Municipal Services Division, although a case could be made as easily for their inclusion in the second operational division, Community Planning (see Figure 5.12, Page 229).

The allocation of two person years to each activity of this division is roughly proportionate - Nunavut communities vis-a-vis N.W.T. communities - or slightly less than half of the current establishment in the Department. It also is to be noted that although the Municipal training officers function in the N.W.T. has now been taken over by Thebach College, such a facility will not likely be in place at the time of the transfer of authority to Nunavut. The training of local people to fill positions in the municipal governments will continue to be a high priority concern in Nunavut and hence we have retained the position. The ratio of one clerk-typist to nine officers is generally reasonable but if more help is needed it can be done in the short run through part time personnel.

The Community Planning Division of the Department is roughly in proportion to the reduced size of Nunavut. Note, however, that we have assumed that the Division Chief will be an "Urban-Planner type" as well, and can bear some of the operational burden of the planning component. It would similarly be expected that the head of Technical Services and Engineering be an Engineer and that much of his job will focus

on capital planning and program engineering. A Lands Officer and Cartographer have been attached to this unit of the department. Here the Legal Surveys function of the Lands and Assessment Division of the current department has been combined with the Mapping function of the Community Planning Division. The single person year allocated to drafting could be attached to the Technical Services and Engineering branch, although by placing this position under the Division Chief directly leaves it accessible to both operational units.

The Directorate has been reduced in proportion to the reduced size of the department as a whole although all of the functional components of the current department are maintained in this model. It is impossible to estimate accurately the number of policy officers a department will require because there are simply too many variables to be taken into account and there is as well a measure of uncertainty. The ultimate size of the policy branch will be determined over time by the departmental personnel. In the short term after division, however, it is to be expected that all program officers in the department will be developing policy at the same time they are managing their programs. The number of finance and administration people required is related to the size of the department, but it is also linked to the complexity of the administrative system per se. Hence, if the Nunavut Territorial Government wishes to develop, for instance, a

Financial Information System similar to that in operation in the N.W.T. today, the total number of person years dedicated to financial administration, the ratio of such program support personnel headquarters-region, and the qualifications required may vary significantly from what is suggested here.

Figure 5.14, Page 231, is an attempt to put forward the bare minimum organizational requirements for the Department of Local Government in Nunavut. All of the programme activities of the existing department are presented but the total number of person years has been reduced. While people under this regime may find themselves seriously overworked, it is conceivable that the new government in Nunavut could at least get under way with this sort of organization as a base, and create new positions as needs arise and as the human resources become available.

FIGURE 5.1

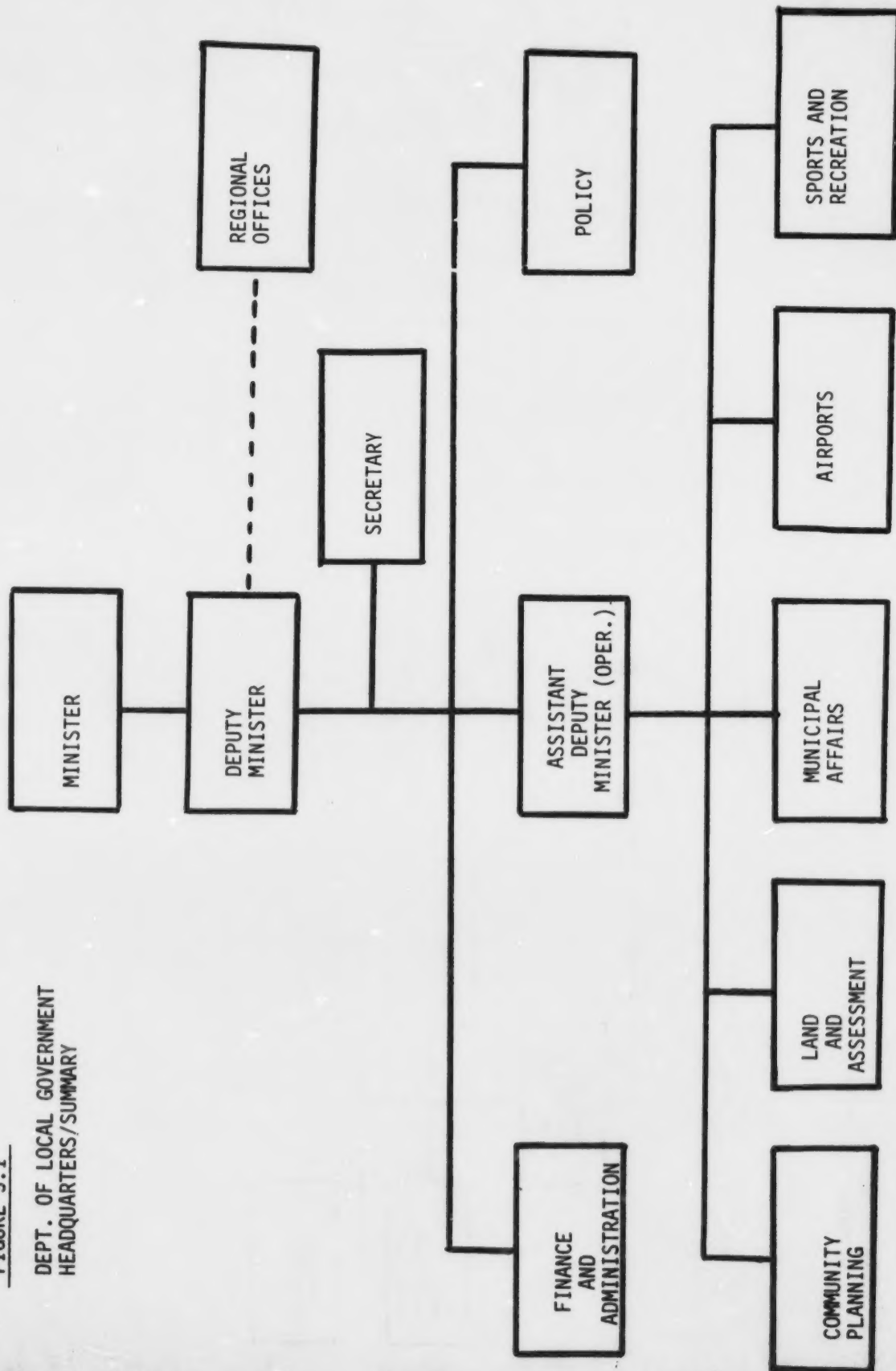
DEPT. OF LOCAL GOVERNMENT
HEADQUARTERS/SUMMARY

FIGURE 5.2

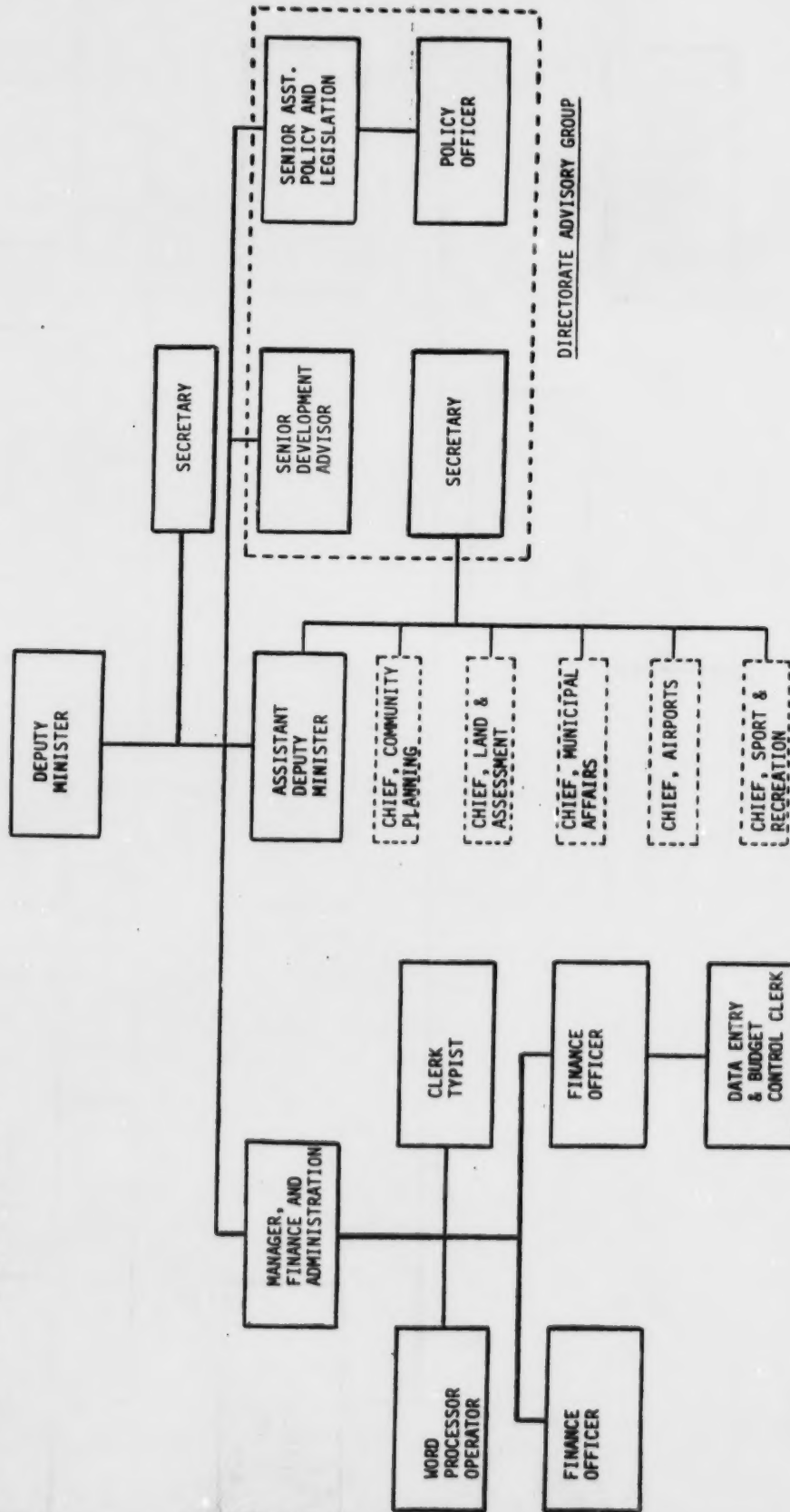
DEPARTMENT OF LOCAL GOVERNMENT
HEADQUARTERS/DIRECTORATE

FIGURE 5.3

DEPARTMENT OF LOCAL GOVERNMENT
HEADQUARTERS/COMMUNITY PLANNING DIVISION

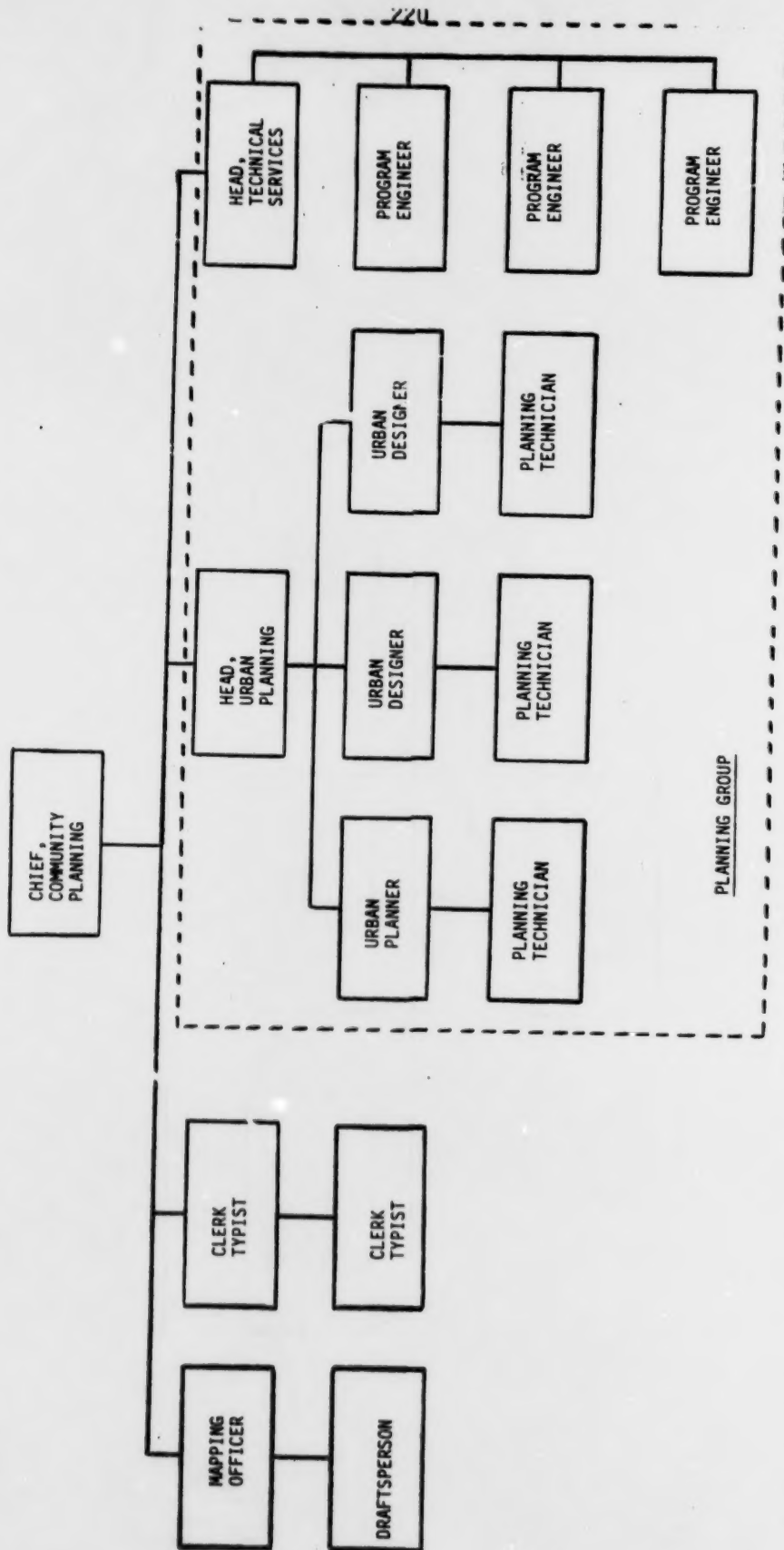


FIGURE 5.4

**DEPARTMENT OF LOCAL GOVERNMENT
HEADQUARTERS/MUNICIPAL AFFAIRS DIVISION**

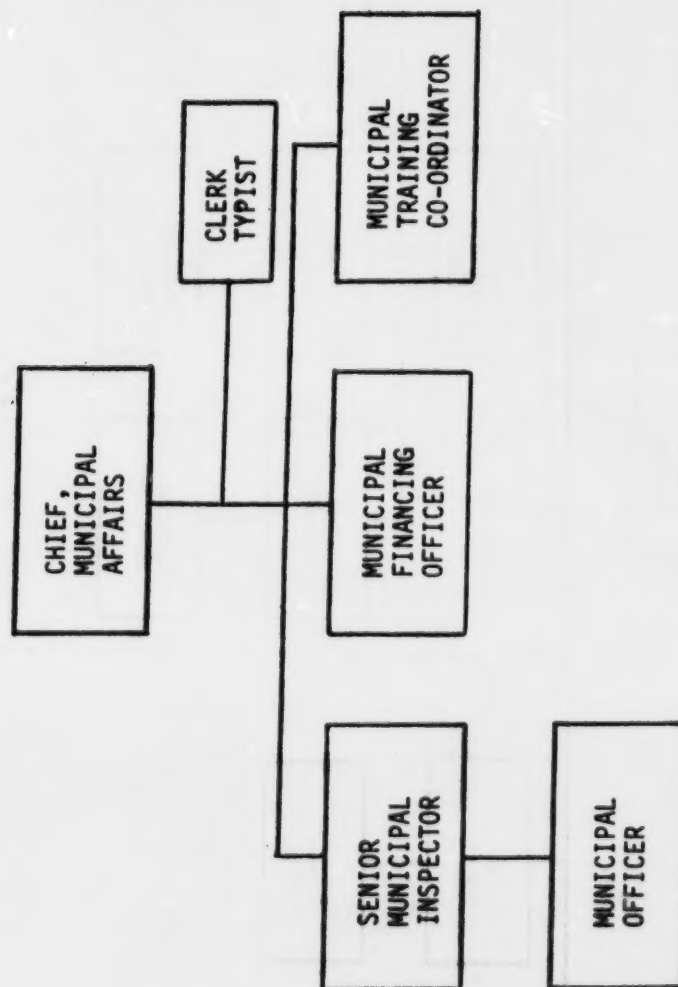


FIGURE 5.5

DEPARTMENT OF LOCAL GOVERNMENT
HEADQUARTERS/SPORT AND RECREATION DIVISION

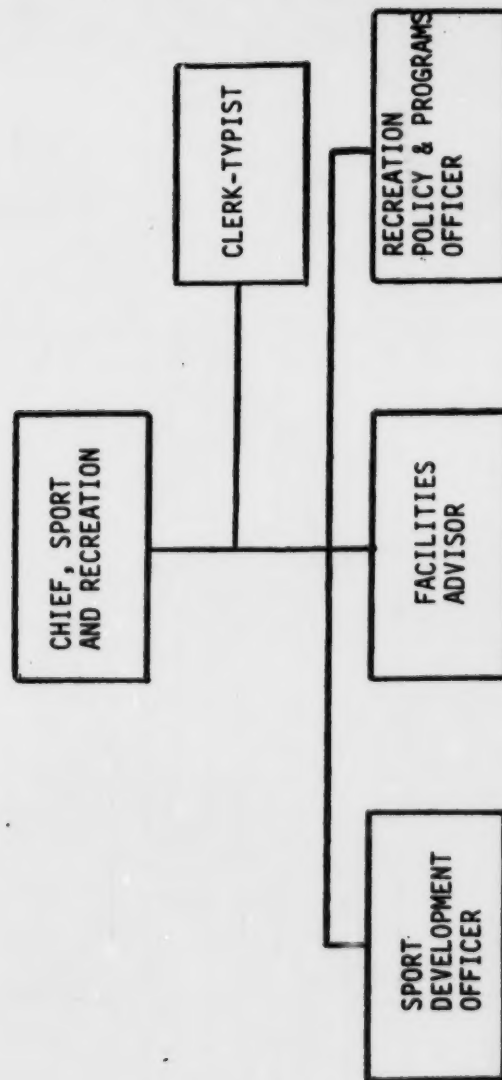


FIGURE 5.6

DEPARTMENT OF LOCAL GOVERNMENT
HEADQUARTERS/LANDS AND ASSESSMENT

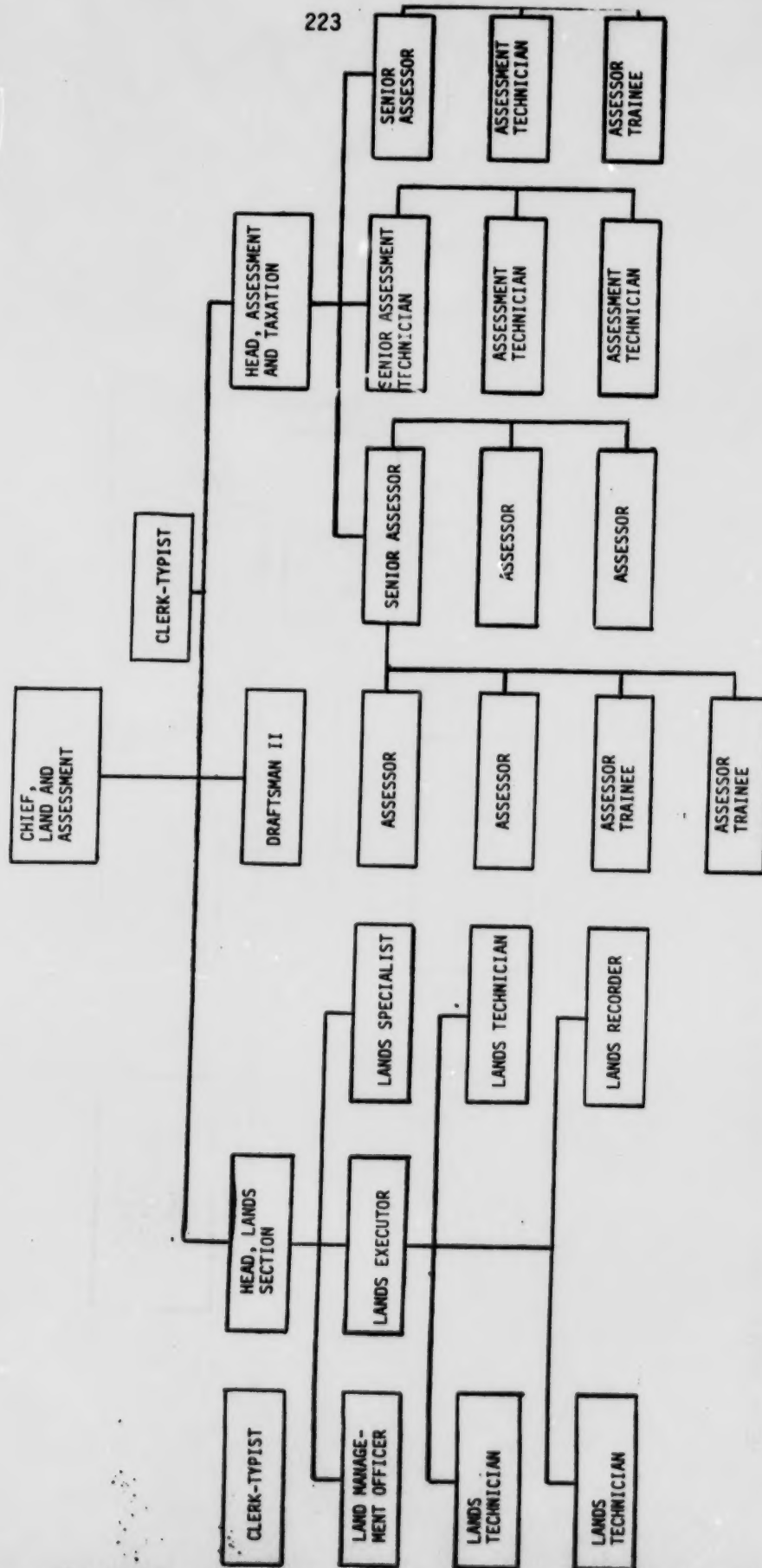


FIGURE 5.7

DEPARTMENT OF LOCAL GOVERNMENT
HEADQUARTERS/COMMUNITY AIRPORTS

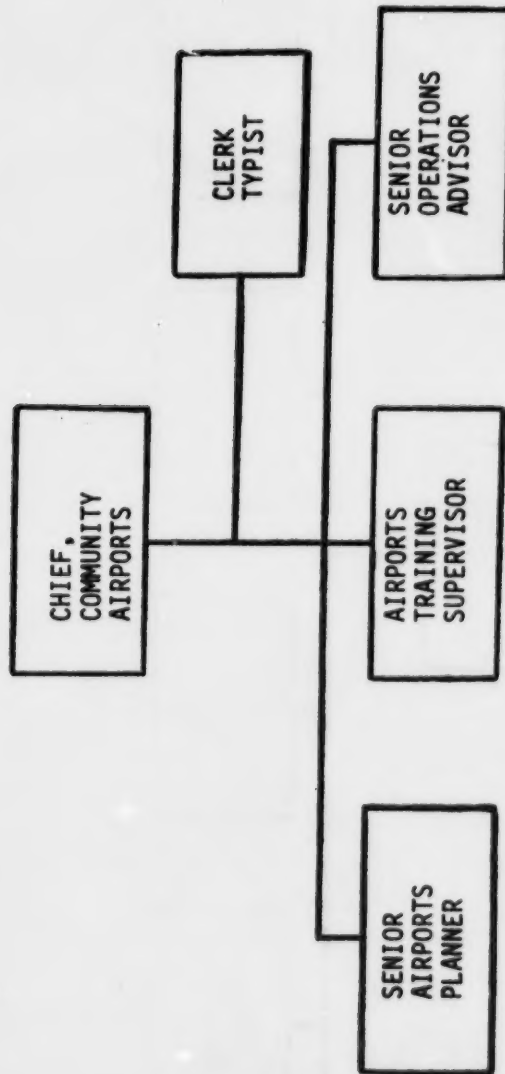


Figure 5.8

Department of Local Government
Kitikmeot Region

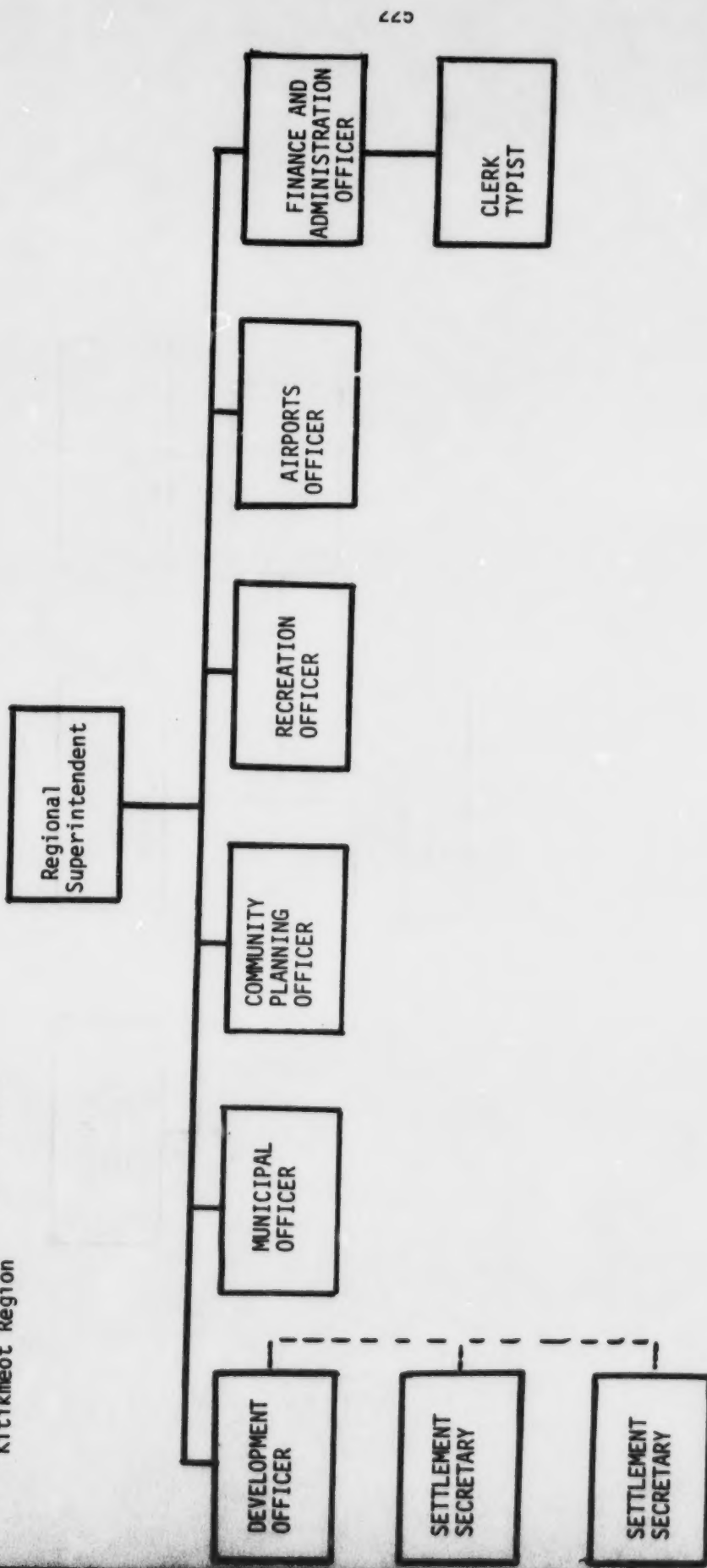


Figure 5.9

DEPARTMENT OF LOCAL GOVERNMENT
KEEWATIN REGION

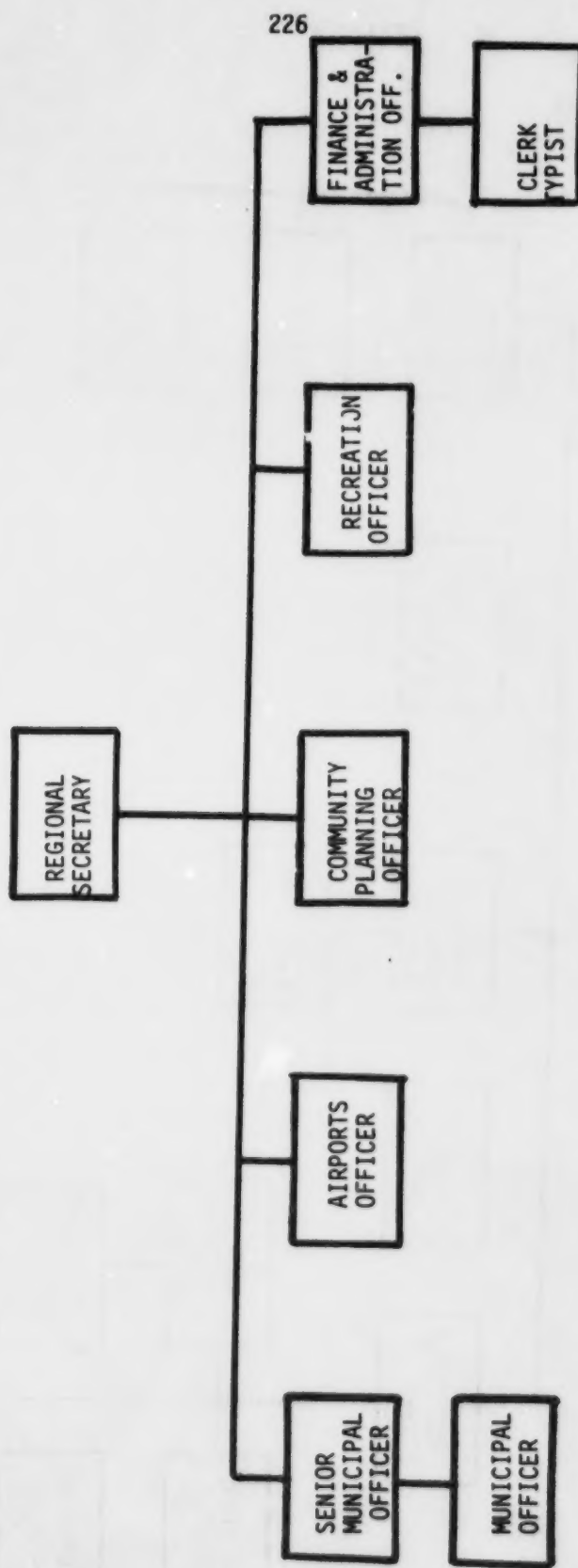


Figure 5.10

DEPARTMENT OF LOCAL GOVERNMENT
BAFFIN REGION

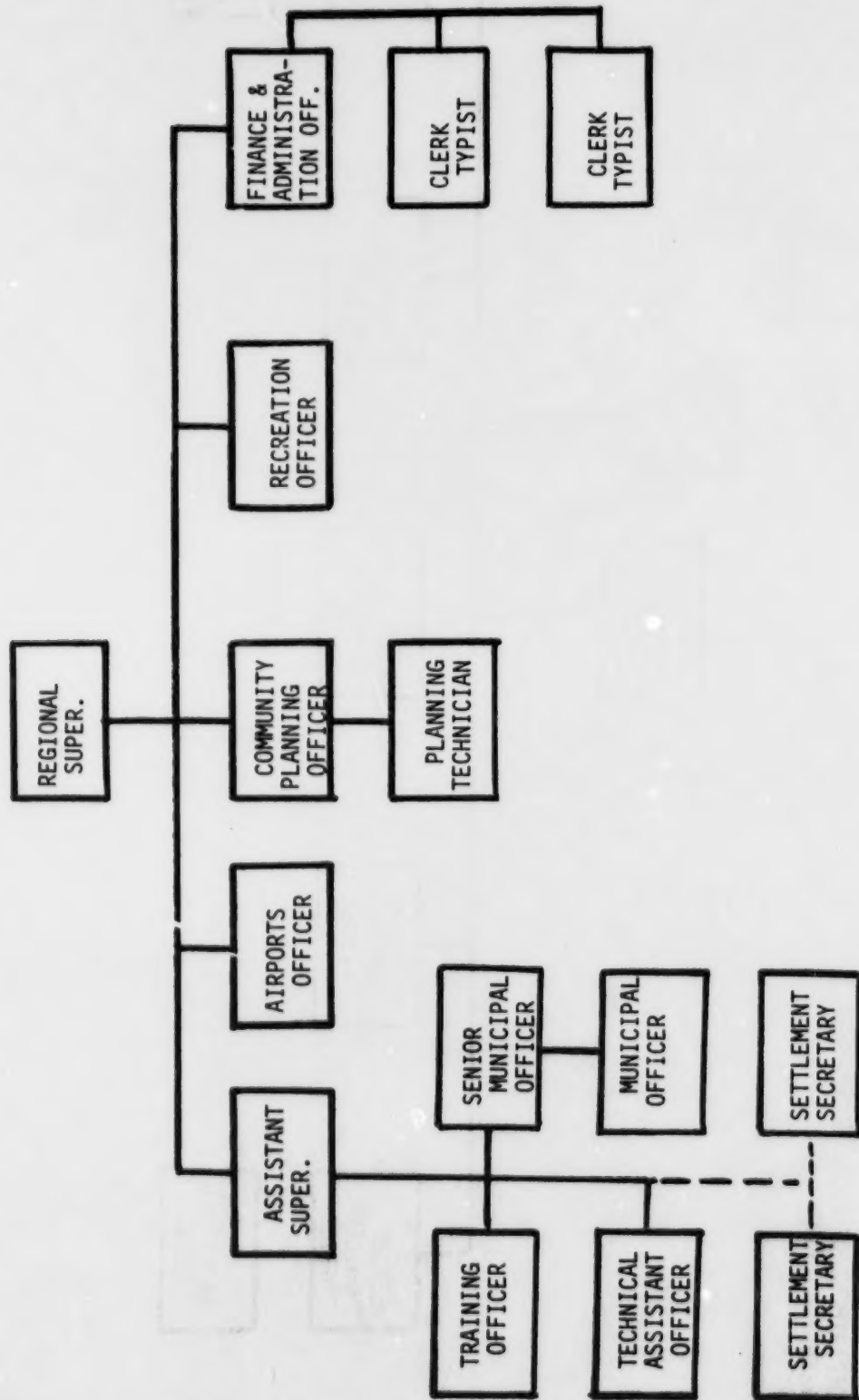


FIGURE 5.11

DEPT. OF LOCAL GOVERNMENT - NUNAVUT
HEADQUARTERS/DIRECTORATE

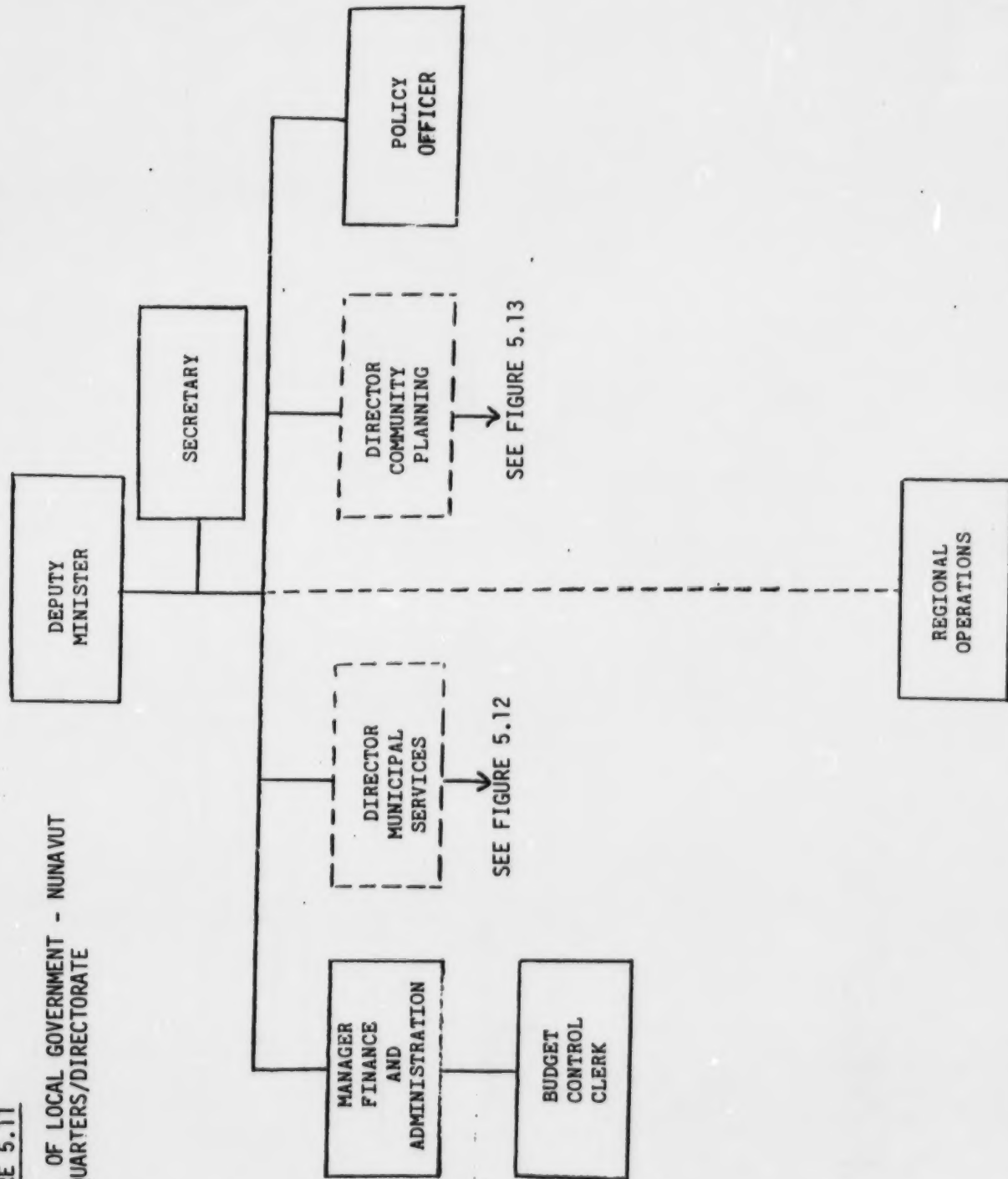


FIGURE 5.12

DEPARTMENT OF LOCAL GOVERNMENT - NUNAVUT
HEADQUARTERS/MUNICIPAL SERVICES DIVISION

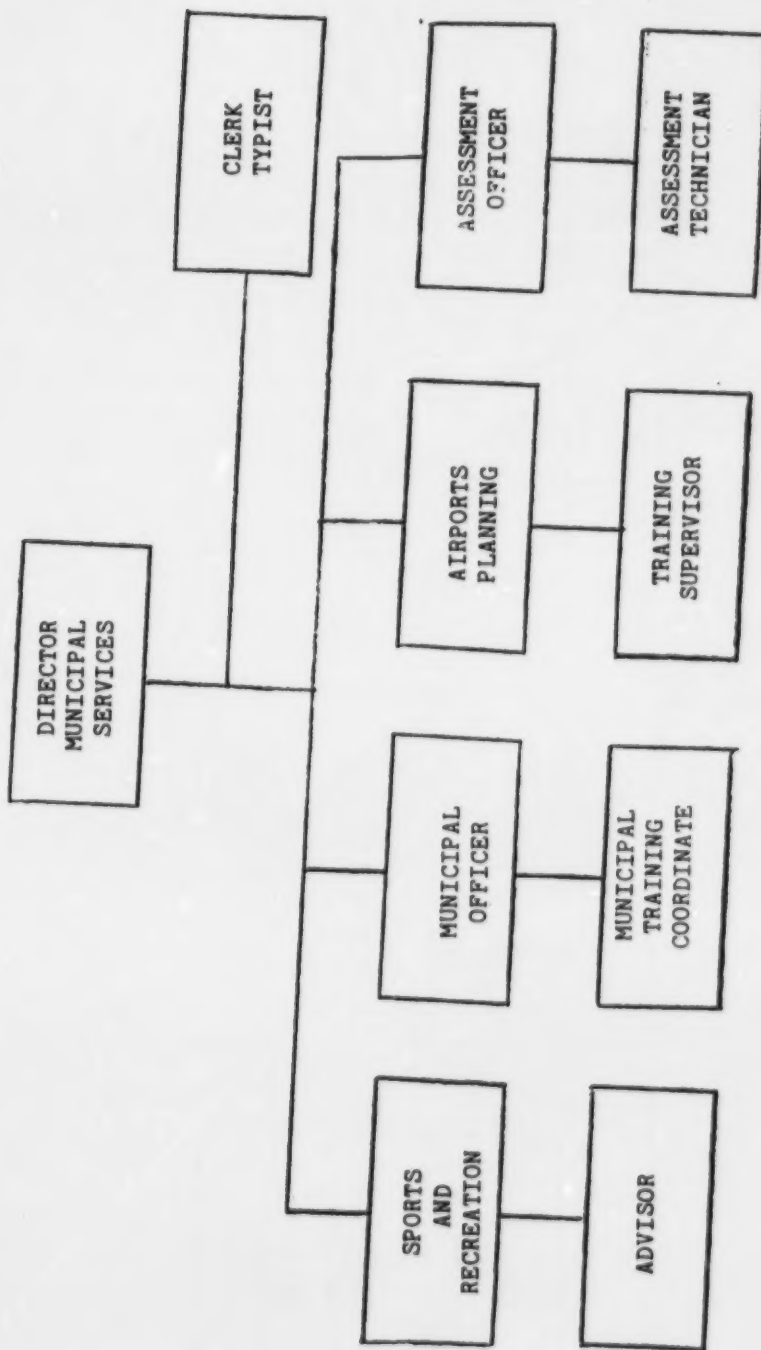


FIGURE 5.13

DEPARTMENT OF LOCAL GOVERNMENT - NUNAVUT
HEADQUARTERS/COMMUNITY PLANNING DIVISION

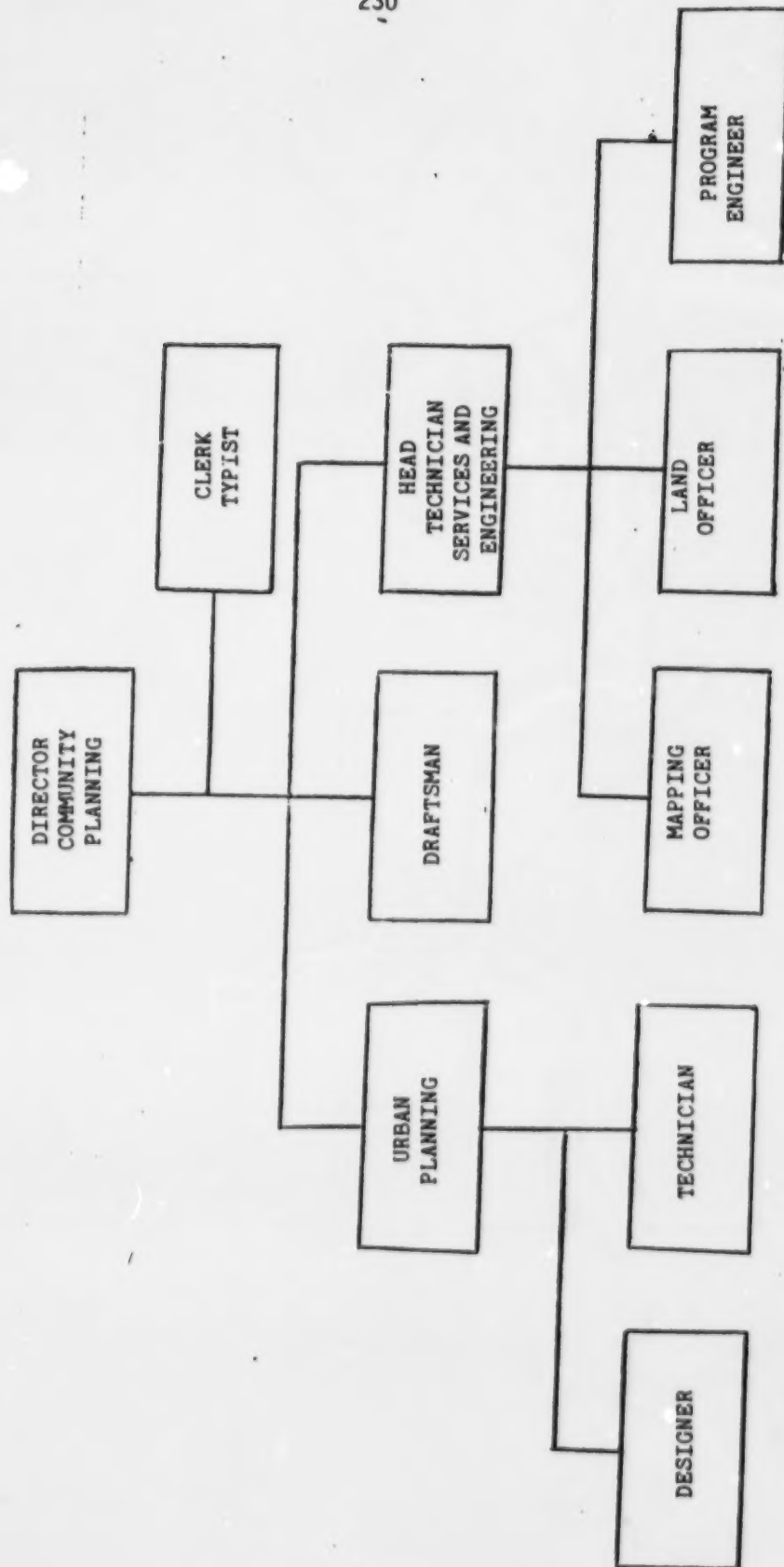
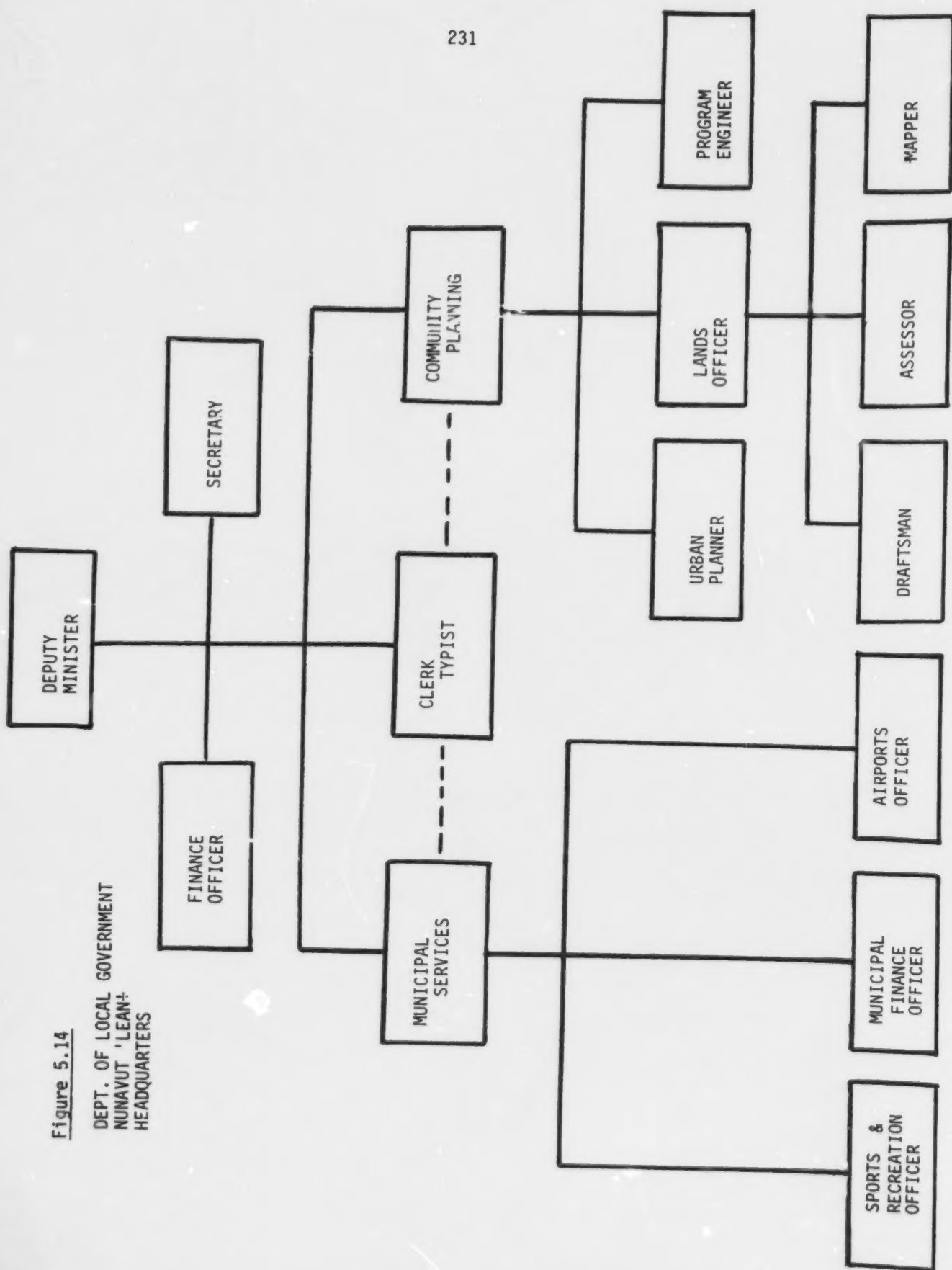


Figure 5.14

DEPT. OF LOCAL GOVERNMENT
NUNAVUT 'LEAN+'
HEADQUARTERS



NORTHWEST TERRITORIES HOUSING CORPORATION

A. THE CURRENT ORGANIZATION

1. Summary

The only G.N.W.T. crown corporation, the Housing Corporation was established in 1973 and is responsible for ensuring an adequate supply and standard of housing is available to residents of the Northwest Territories. This is accomplished through a variety of programs whose objectives are two-fold. One, to provide rental housing to the public, and secondly, to assist in encouraging and making possible home ownership in the N.W.T.

Established as a crown corporation for funding purposes, the N.W.T.H.C. acts as the territorial agent for the federal Canada Mortgage and Housing Corporation. Funding for N.W.T.H.C. programs is provided jointly by the Government of the Northwest Territories and the C.M.H.C.

The Housing Corporation is unique within the G.N.W.T. organizational structure in that it is autonomous from the service departments. Generally, program departments are dependent upon services performed by the Departments of Personnel, Public Works, Government Services and Finance. However, the Housing Corporation has its own staff to perform

personnel functions, materials procurement, financial services, repair and maintenance of buildings, etc..

Overall policy direction is provided by the N.W.T.H.C. Board of Directors, whose members are regionally representative and report to the Legislative Assembly through the Minister responsible for the Housing Corporation.

The Housing Corporation has 108.0 person years, 60 located in headquarters and 48 in the six district offices (Baffin, Keewatin, Kitikmeot, Inuvik, South Great Slave and North Great Slave).

2. Headquarters Activities

a) The Executive is responsible for the following:

- i) Day to day management of the Corporation.
- ii) Policy development and capital planning.
- iii) Provision of administrative support to the N.W.T.H.C.'s Board of Directors.

b) Finance and Administration performs the following functions:

- i) Negotiations with the federal and territorial governments for annual financing.
- ii) Ensures adequate financial administration and control of a budget totalling over

\$66 million in 1982.

- iii) Responsible for materials management, including transportation and procurement.
- iv) Performs personnel functions, such as classification, recruitment, staffing and benefits.

c) Programs Division is responsible for the following sub-activities:

- i) Developing training programs delivered by regional staff to Housing Association employees in the communities.
- ii) Program audit and evaluation.
- iii) Administration of home ownership programs.

d) The Construction and Development Division manages all aspects of rental unit construction. This includes land surveying, architectural work, drafting and contracts co-ordination. A unique organizational feature of this division is that projects (housing constructions) are organized along east/west lines, with project managers for Baffin, Kitikmeot/Keewatin, and the western arctic.

Headquarters charts as they currently exist are presented (Figures 6.1 - 6.5 Pages 240 - 244). Although the Corporation has 108 established person years, more positions

are shown on the charts due to a vacancy factor being applied in staffing positions.

3. Regional Operations

Programs developed at the headquarters level of the N.W.T.H.C. are delivered by 48 staff members in 6 district offices. The district staff are responsible for monitoring and assisting the employees of the 45 housing associations and authorities who carry out all the property management for some 4,000 units. (These employees are not government employees -- the associations and authorities are corporate bodies and all O&M costs are financed from rent receipts.) An emphasis is placed upon training Housing Association employees in financial record keeping and management. District staff are also responsible for the delivery of Housing Corporation programs designed to encourage home ownership. (ie. S.H.A.G.G., Rural and Remote Mortgage Assistance Program.)

The reporting relationships of the district employees differ from those of regional departmental staff. District managers have a direct reporting relationship to headquarters in Yellowknife, rather than reporting to the Regional Director as other department heads must. Although district managers have an informal working relationship with government staff, the lines of authority are clear.

In addition, the Housing Corporation acts as an independent agency at the district level. Hiring is done through the headquarters in Yellowknife and district offices rarely avail themselves of services other departments offer.

B. POST-DIVISION OPTIONS: THE N.W.T. HOUSING CORPORATION

1. General Considerations

a) Organizational structure - there are a variety of arguments that can be made - pro and con - regarding the provision of a housing service through a corporate structure. For example, diseconomies of scale in internal support services due to the fact that the Corporation operates as an autonomous unit are significant. For the purposes of this paper, the assumption is that the corporate structure will be adopted in Nunavut.

b) Core program activities within the N.W.T. Housing Corporation are the Programs Division and the Construction and Development Division.

There are several Nunavut-specific factors relevant in estimating the approximate size of these divisions in an eastern territory. The most important factor to consider here is that the utilization of programs offered by the Housing Corporation varies from east to west. Basically,

western arctic residents (especially those on the road system) take more advantage of home ownership programs than do eastern arctic residents. (This could be because materials are less expensive, the building season is longer, fuel is cheaper, etc.) Similarly, the rental program is much more extensive, proportionate to population, in the eastern arctic than in western communities.

Consequently, the Programs division, with its focus on home ownership, will be smaller, proportionate to the population served, in a Nunavut Housing Corporation. The one exception to this is the training component of this division which will continue to be an important function in a Nunavut territory. The Construction and Development division will be larger proportionately than a Nunavut population would indicate because of the eastern arctic reliance on rental programs.

c) Program support activities within the Housing Corporation are the Executive and Finance and Administration. (As contrasted with other government departments, finance and administration are clearly a separate division and not part of the Executive or Directorate.) Generally, the size of the Executive in an eastern territory will be proportionate to the number of total staff - headquarters and district. There are no Nunavut specific factors.

The division of Finance and Administration comprises 40% of total headquarters staff and 25% of total region and headquarters staff. The reason for the large number of staff relative to other departmental headquarters is due to the fact that the Corporation does not utilize the services of the Departments of Finance, Government Services and Personnel. The py's allocated to the functions normally handled by these service departments are all within the division of Finance and Administration. The ratio of administrative staff to total Corporation personnel can be expected to remain constant in Nunavut given a similar corporate structure and with allowances for the diseconomies of scale.

d) There are no ancillary functions in the Northwest Territories Housing Corporation.

2. The Housing Corporation: Headquarters Nunavut

Based on the above Nunavut specific factors, charts and person years for a Nunavut Housing Corporation are presented here. The internal structure is the same as the current N.W.T.H.C. H.Q. structure. The program support divisions of the Executive and Finance and Administration have been scaled down proportionate to personnel in headquarters core divisions and district offices (to approximately 1/2 of

their current size). Programs and Construction and Development have been reduced in size as well, keeping in mind the factors mentioned above. There are 31 person years shown in the Nunavut charts, a reduction of half from the current size. The py's given should be adequate to carry out existing programs and develop new ones as required.

FIGURE 6.1

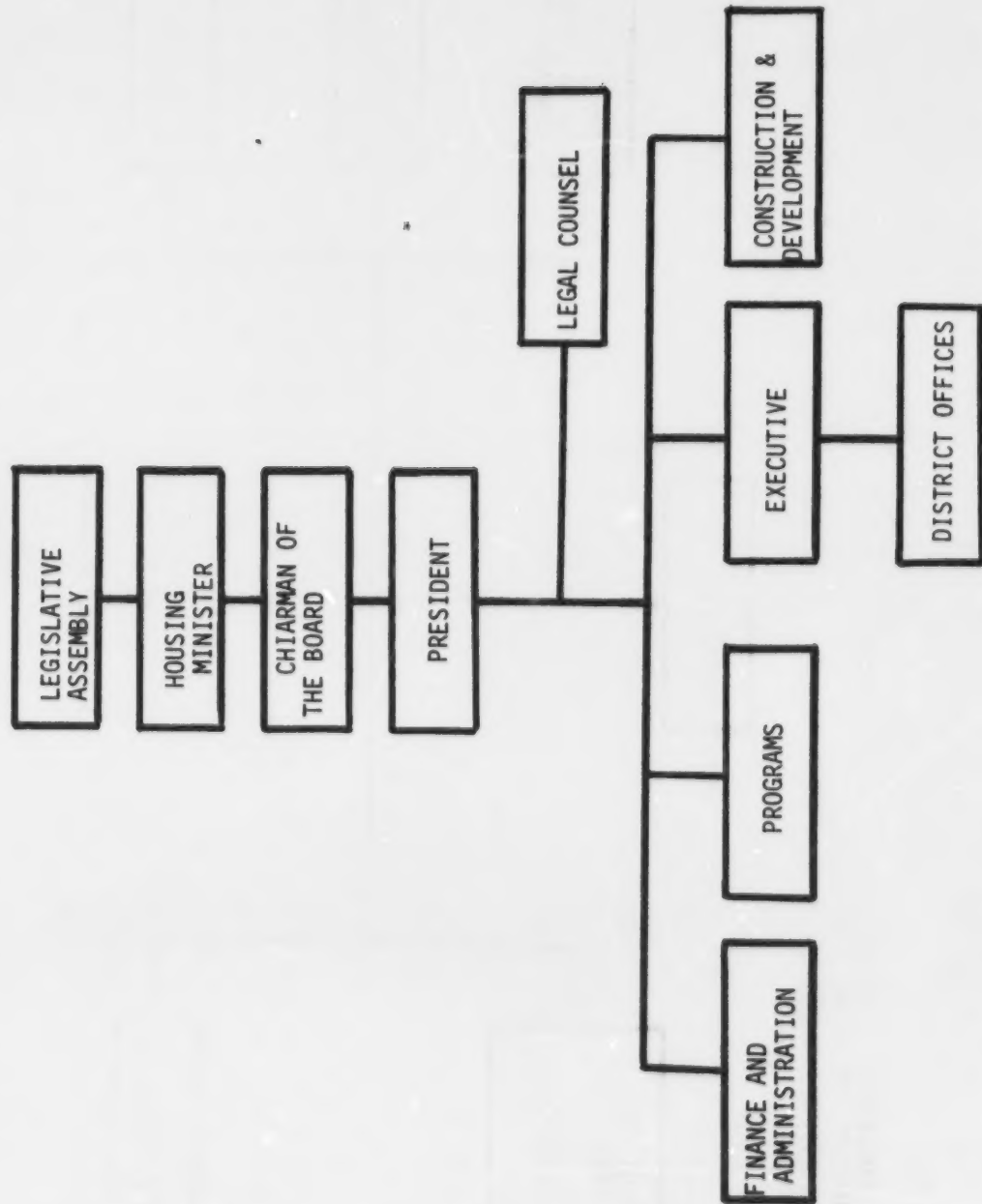
N.W.T. HOUSING CORPORATION
HEADQUARTERS/SUMMARY

FIGURE 6.2

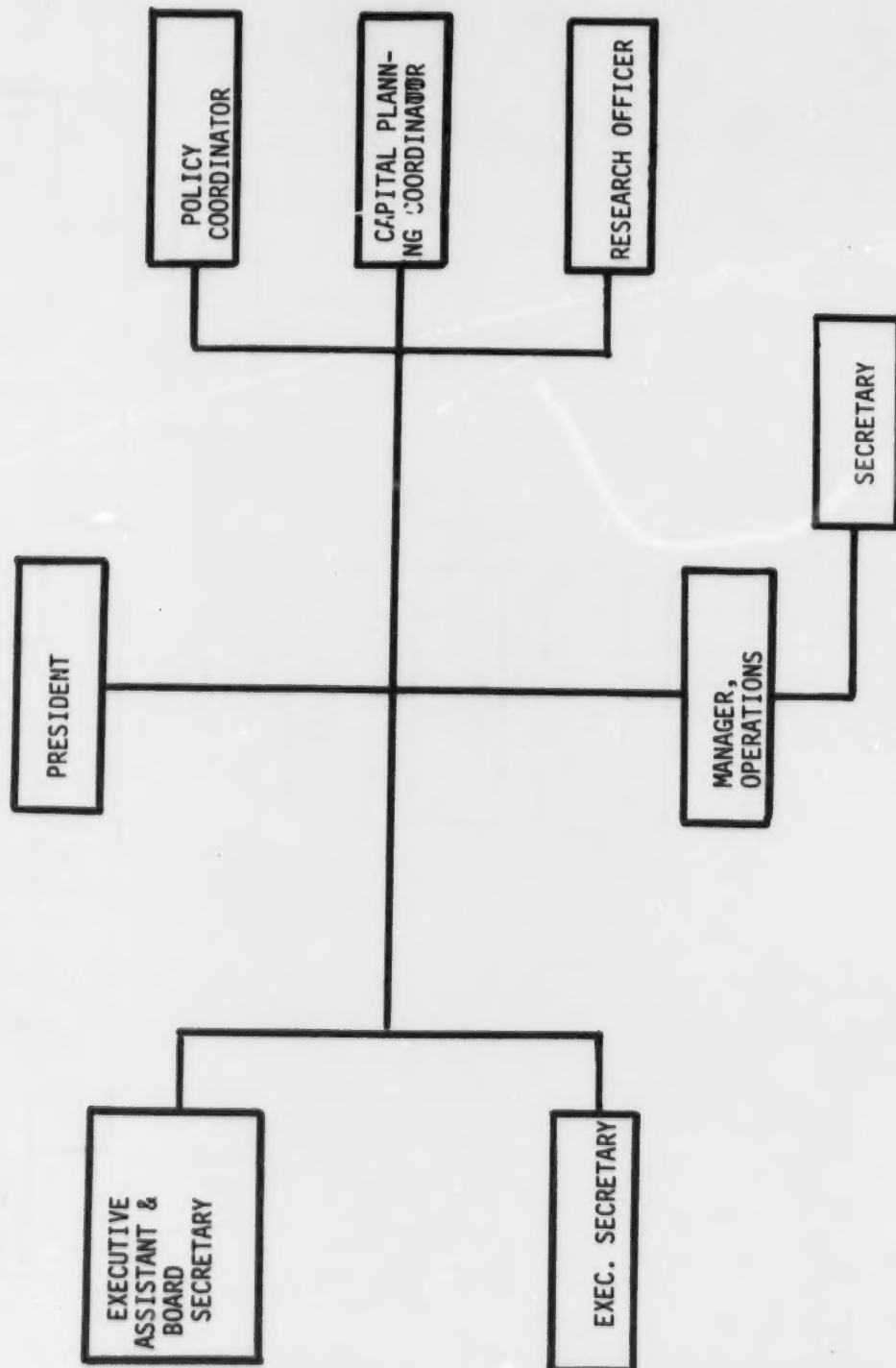
N.W.T. HOUSING CORPORATION
HEADQUARTERS/EXECUTIVE

FIGURE 6.3

N.W.T. HOUSING CORPORATION
HEADQUARTERS/CONSTRUCTION AND DEVELOPMENT

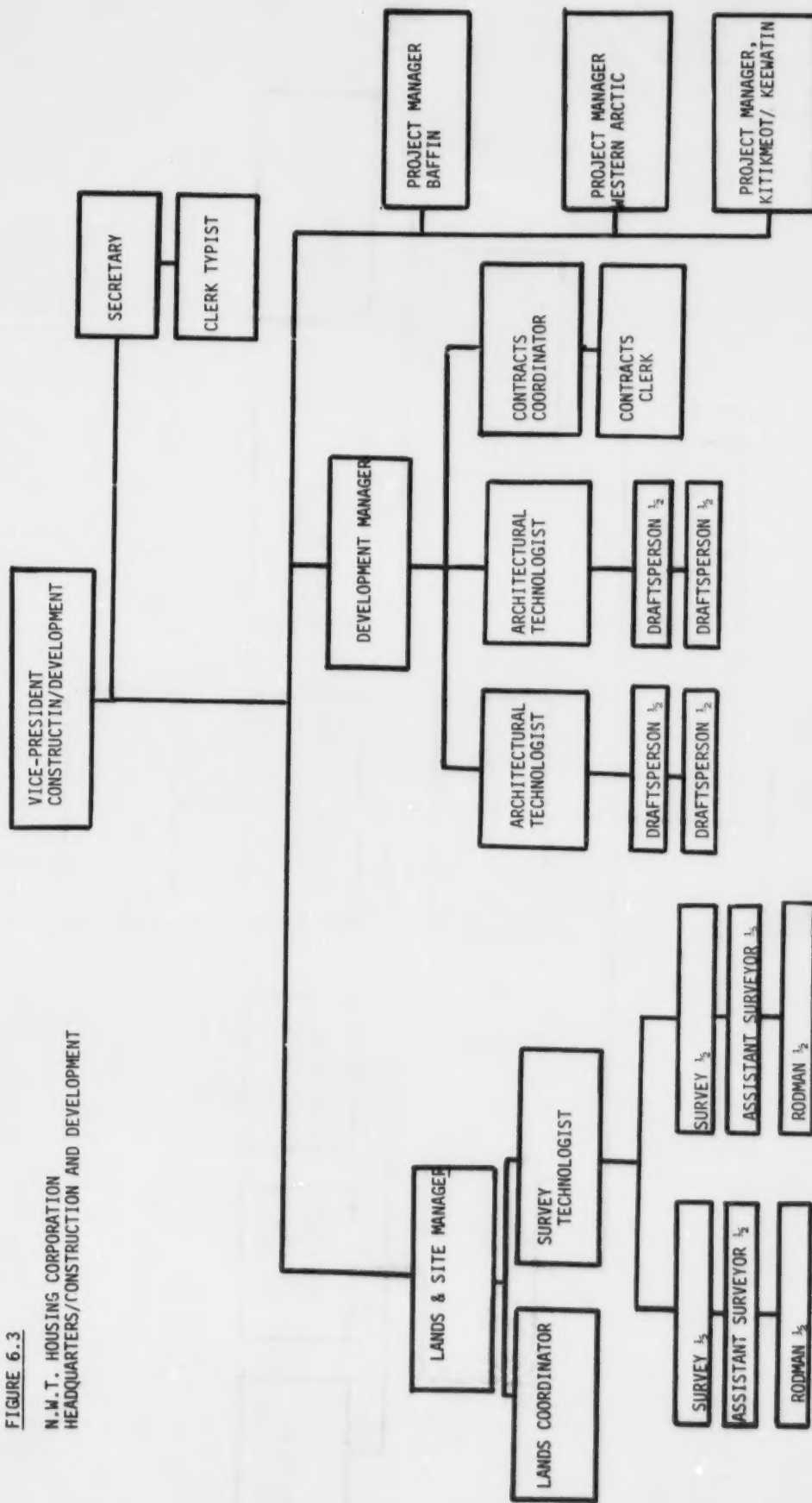


FIGURE 6.4

N.W.T. HOUSING CORPORATION
HEADQUARTERS/PROGRAMS

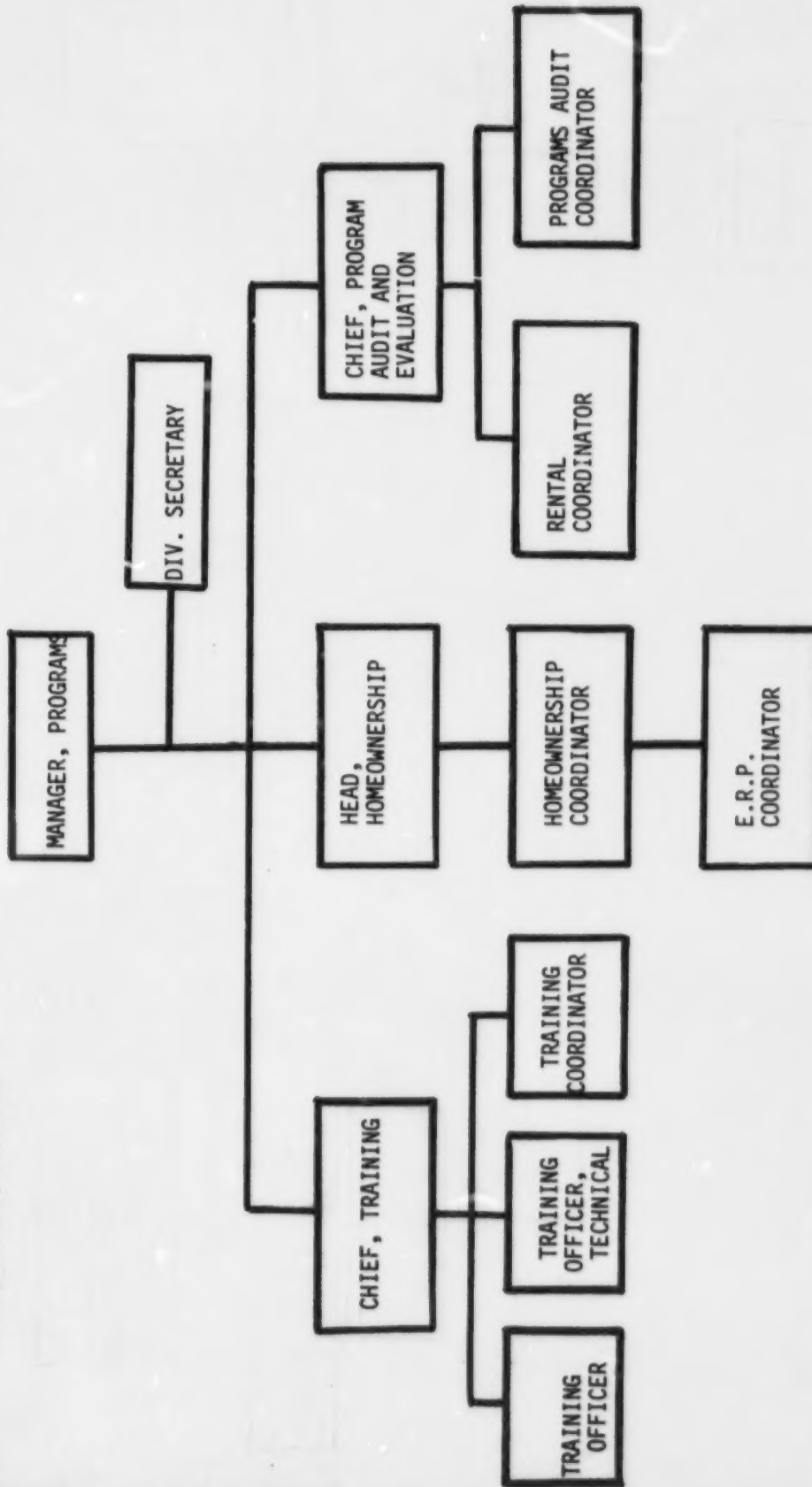


FIGURE 6.5
N.W. T. HOUSING CORPORATION
HEADQUARTERS/FINANCE & ADMINISTRATION

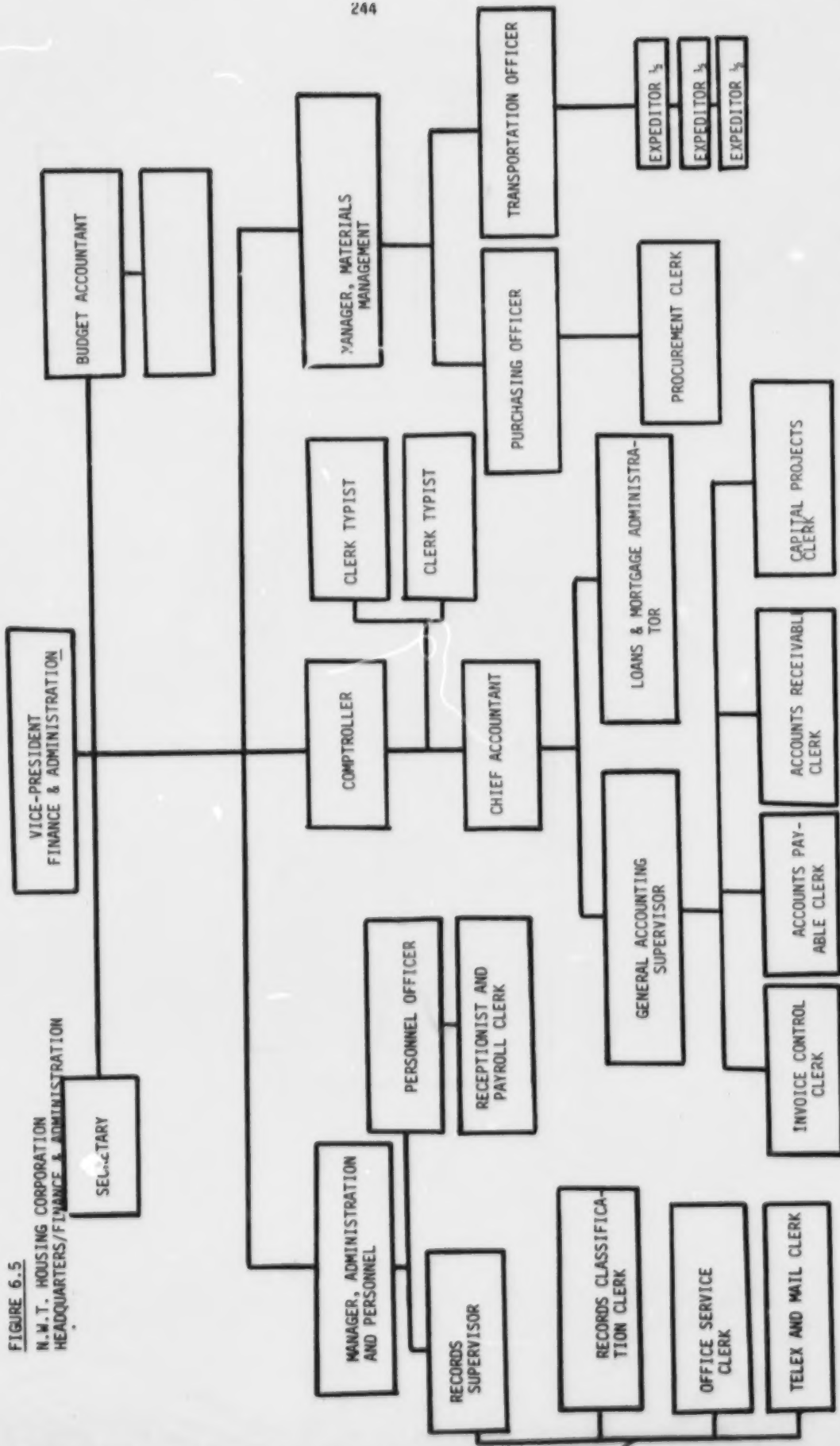


FIGURE 6.6

N.W.T. HOUSING CORPORATION
KITIKMEOT DISTRICT OFFICE

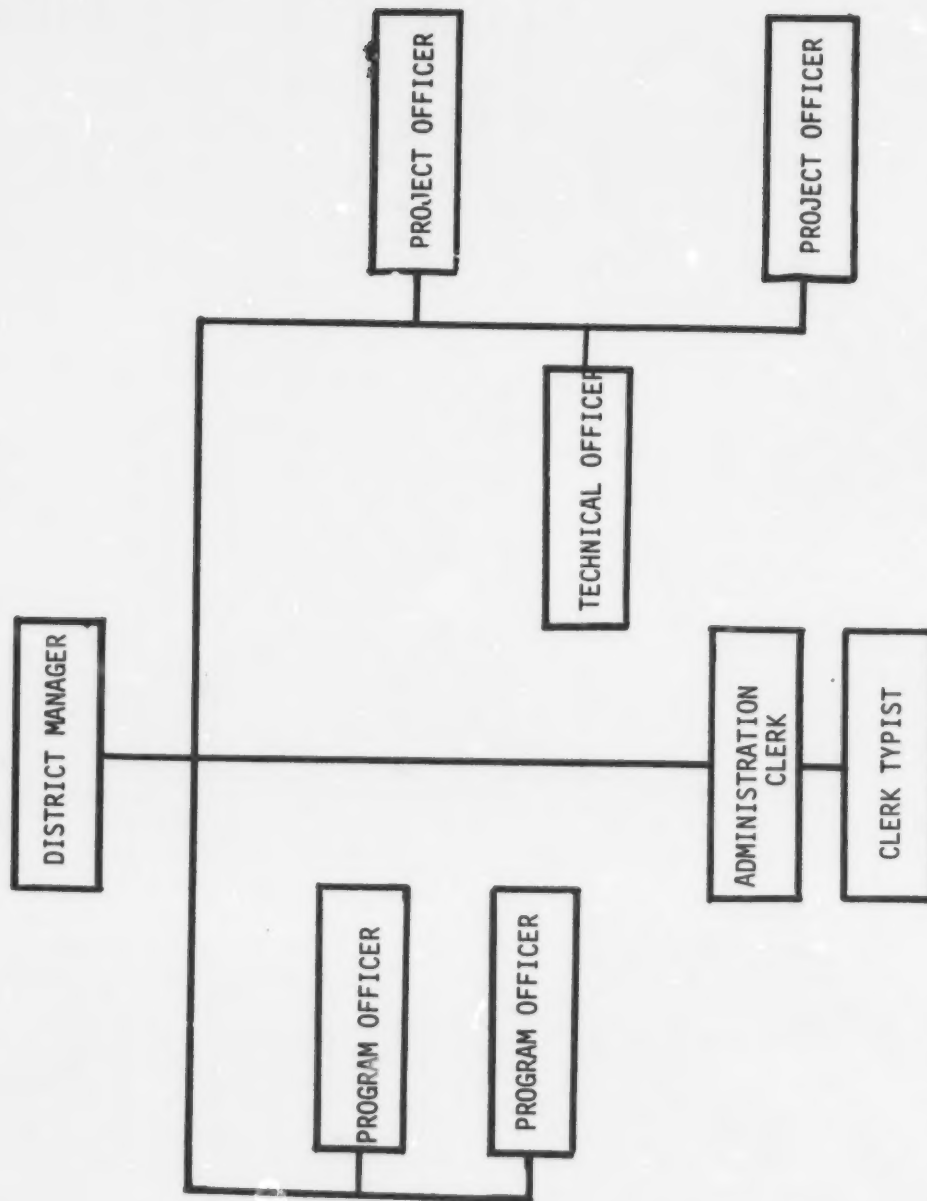


FIGURE 6.7

N.W.T. HOUSING CORPORATION
KEEWATIN DISTRICT OFFICE

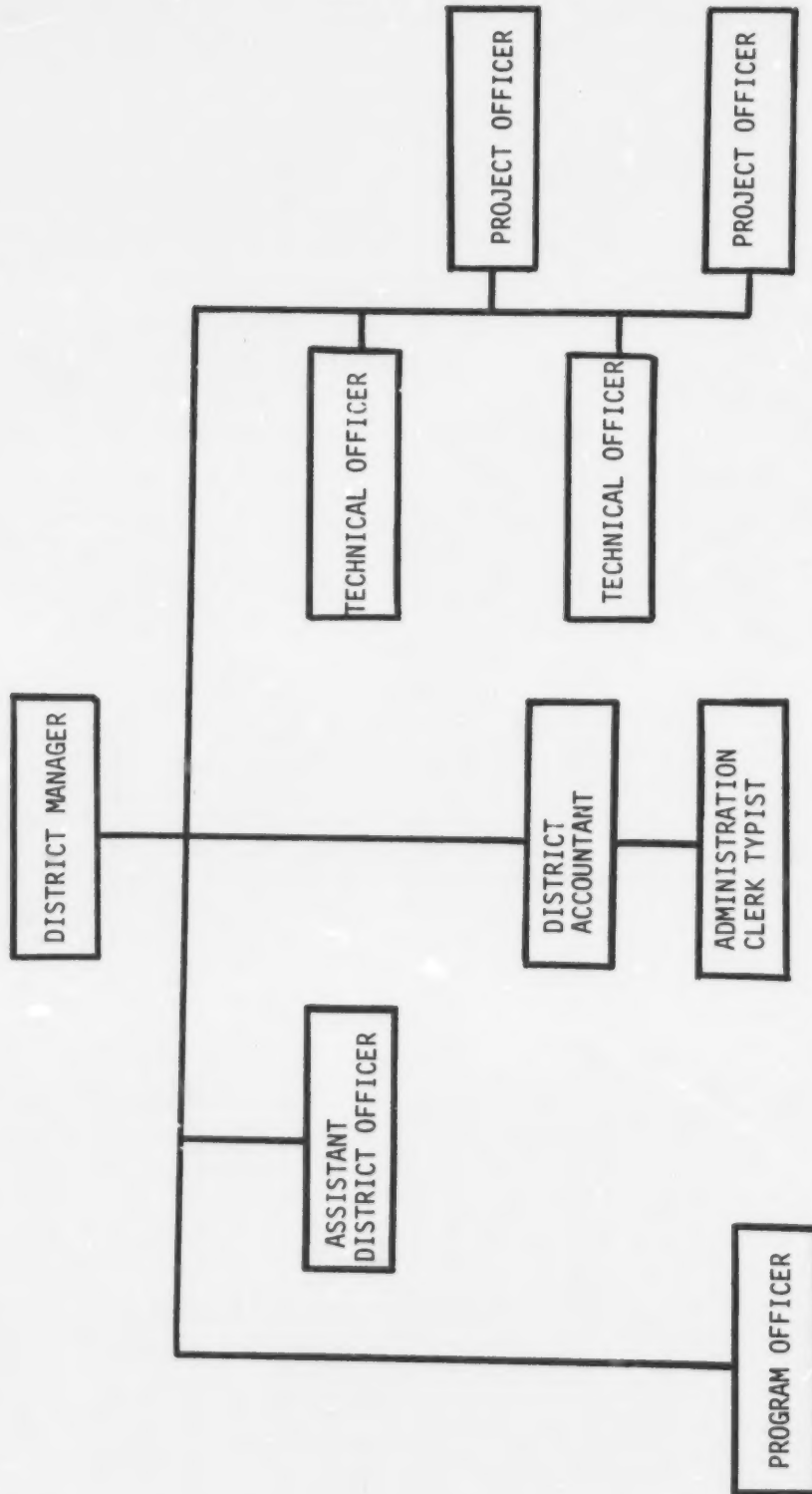


FIGURE 6.8

N.W.T. HOUSING CORPORATION
BAFFIN DISTRICT OFFICE

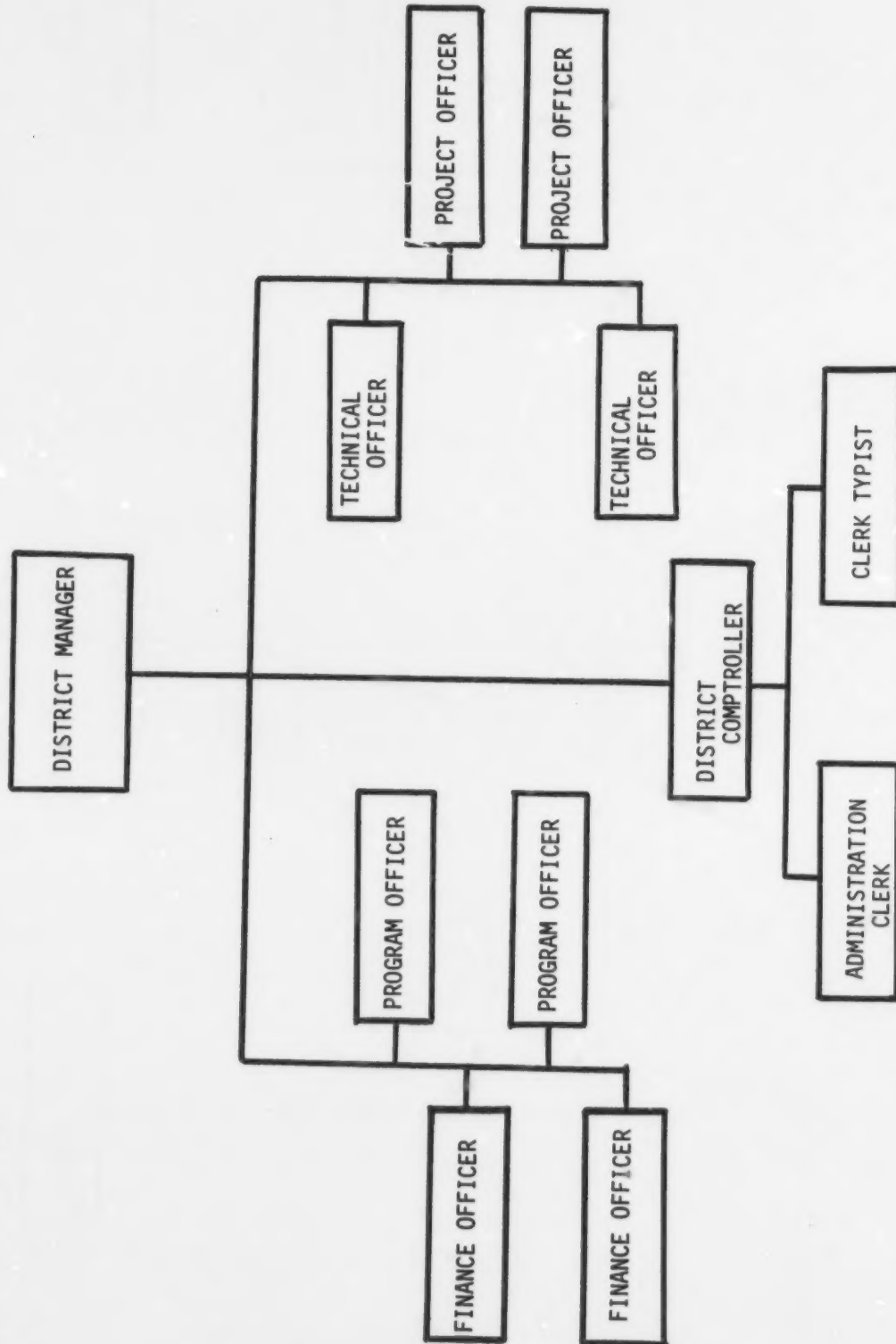


FIGURE 6.9

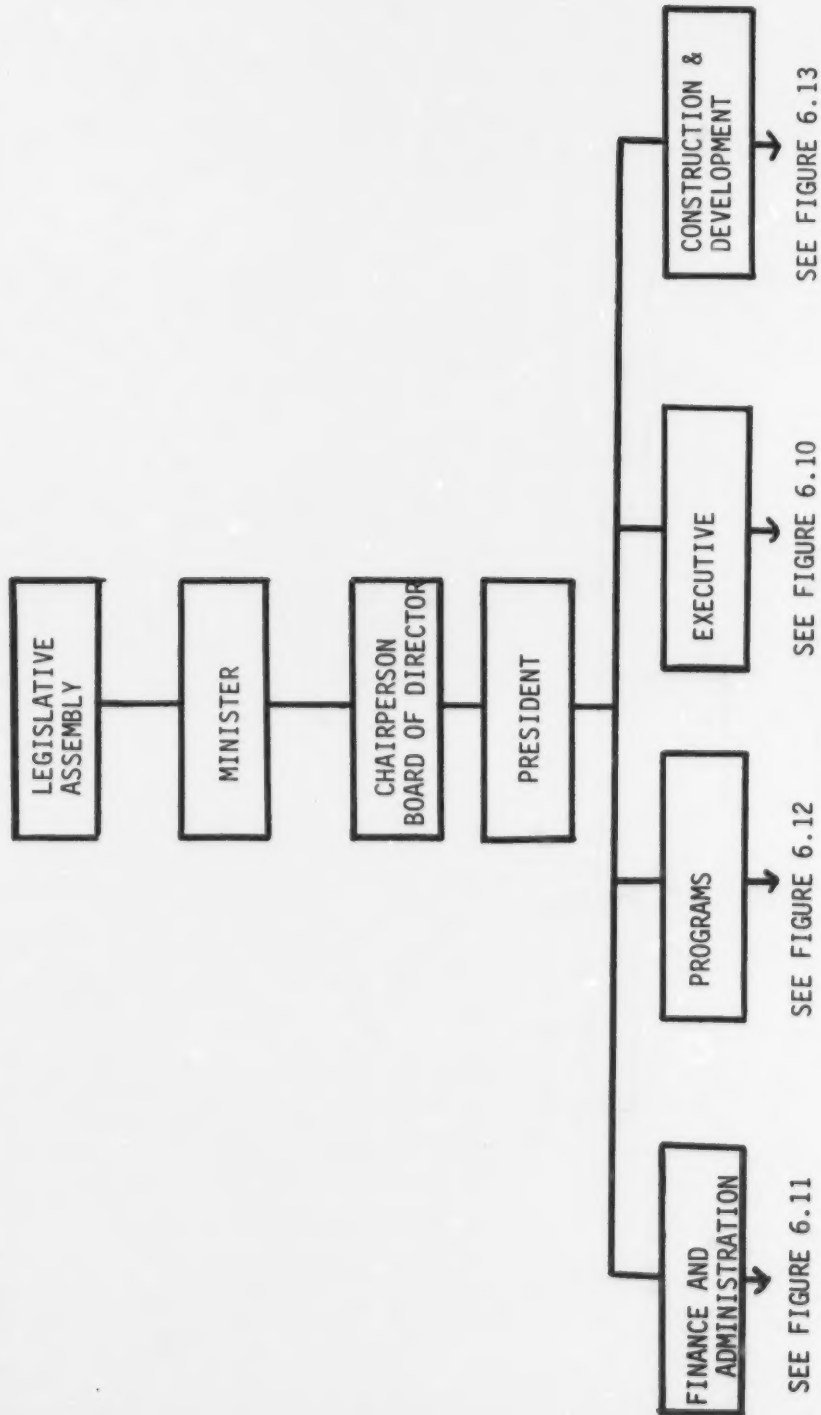
NUNAVUT HOUSING CORPORATION
HEADQUARTERS/SUMMARY

FIGURE 6.10

NUNAVUT HOUSING CORPORATION
HEADQUARTERS/EXECUTIVE

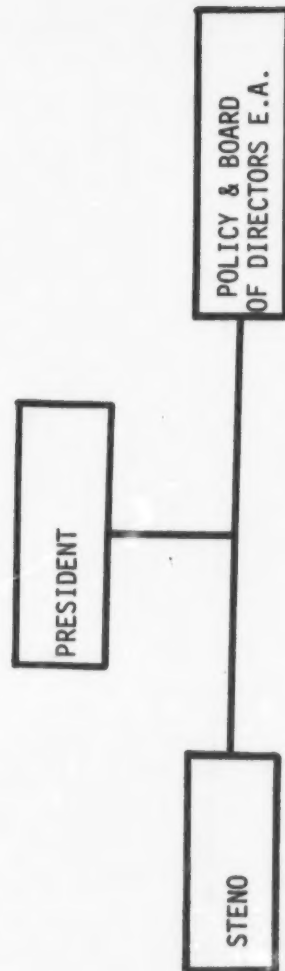


FIGURE 6.11

NUNAVUT HOUSING CORPORATION
HEADQUARTERS/FINANCE AND ADMINISTRATION

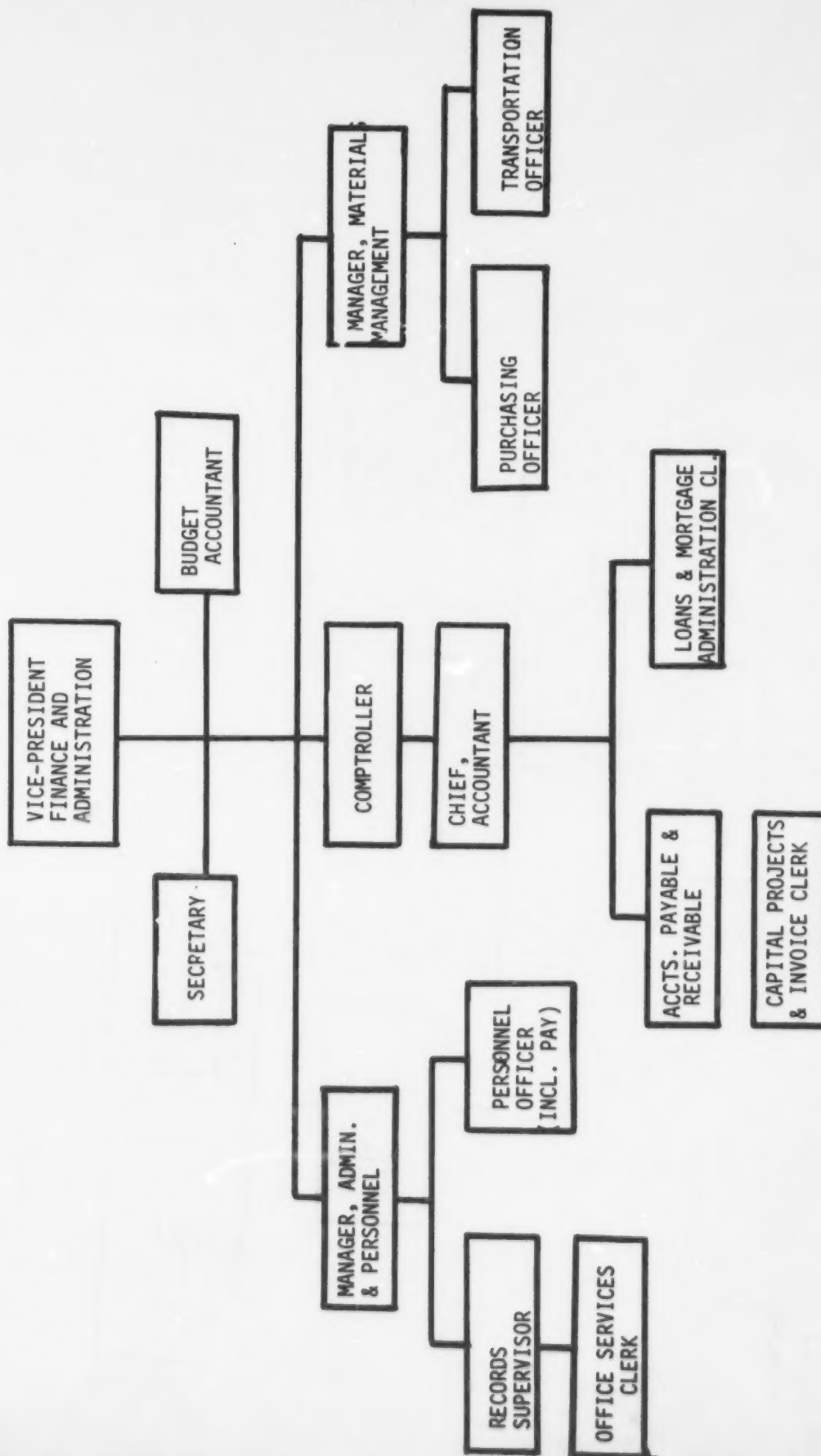


FIGURE 6.12

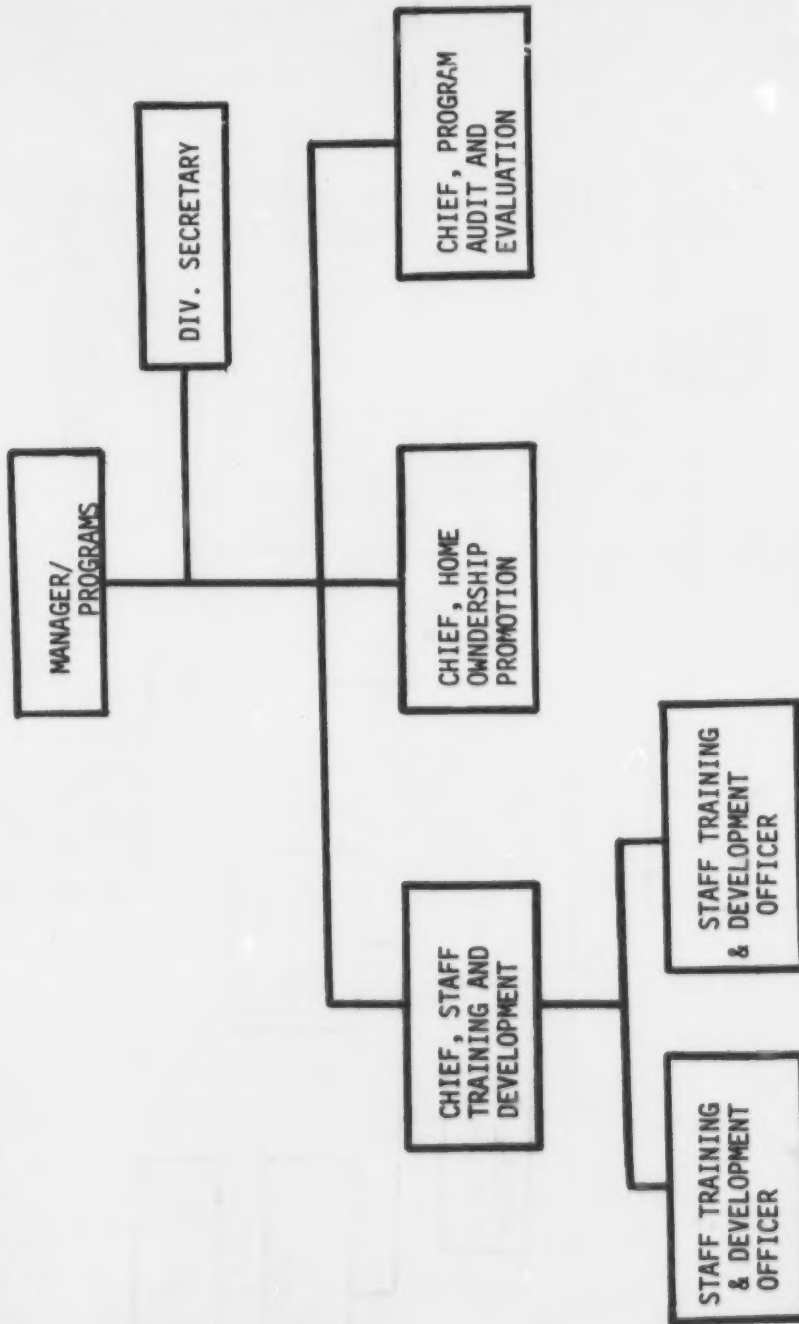
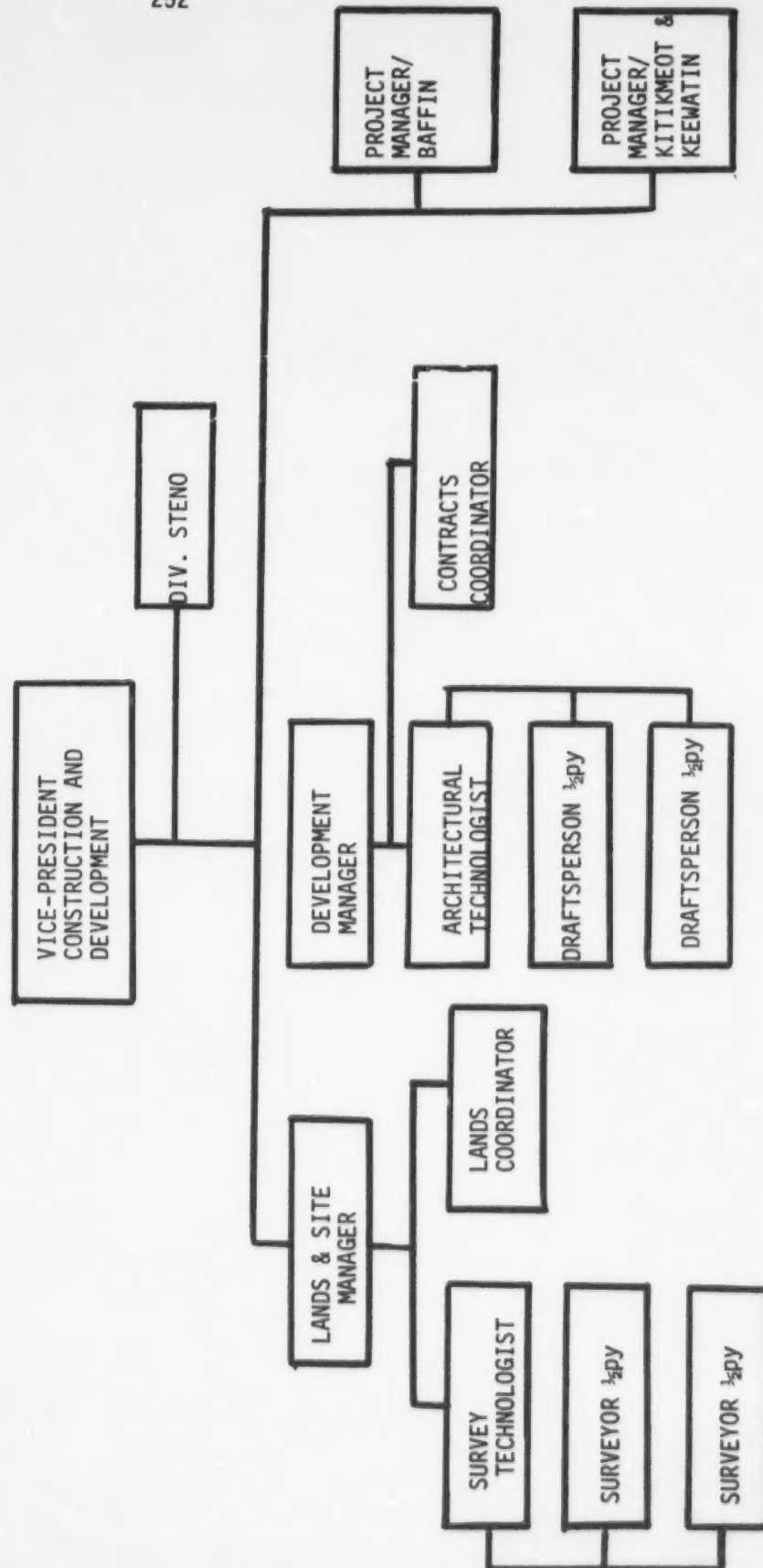
NUNAVUT HOUSING CORPORATION
HEADQUARTERS/PROGRAMS

FIGURE 6.13

NUNAVUT HOUSING CORPORATION
HEADQUARTERS/CONSTRUCTION & DEVELOPMENT





DEPARTMENT OF PUBLIC WORKS

A. THE CURRENT ORGANIZATION

The Department of Public Works is responsible for the design, construction, acquisition and maintenance of all buildings, works, and equipment required by departments in carrying out their programs; for the provision of a real estate management service; and for the design, reconstruction and maintenance of the highway system in the Northwest Territories. 1983/84 Main Estimates includes 271.6 person years in the headquarters component of the Department, however, approximately 150 of those person years are involved in maintenance or field work - ie. Yellowknife G.N.W.T. building maintenance, highway maintenance. Thus, about 120 person years are carrying out actual headquarters functions - providing direction, policy development, co-ordination and financial and technical expertise.

2. Headquarters Activities

a) Directorate - comprising 27 person years at the headquarters level, the Directorate is responsible for providing overall direction and day to day administration of the department. Included in the Directorate are three sub-divisions:

- 1) Contracts and Capital Planning - overseeing the administration of contracts for capital works projects.
- ii) Finance - responsible for departmental financial management and accountability. Provides administrative services to headquarters personnel and inter-regional co-ordination.
- iii) Policy, Planning and Training - formulating and implementing policy for the department and looking after the training needs of departmental staff.

b) Highways - the headquarters functions, of providing planning and direction to regional staff in this division, are carried out with a person year count of 19.1 (the figure of 19.1 was derived by including only the Design and Construction Division of Highways). Their core functions break down as follows:

- i) Implementation of the Highway Construction Road Program which includes the design and construction management of highways and bridges and rebuilding projects.
- ii) Providing technical support and implementing many road, bridge and land-fill projects in communities across the Territories.

C) Project Management - primarily a headquarters functions, this division is responsible for the design and construction of all buildings and works for the G.N.W.T. It is sub-divided into two areas of responsibility:

- i) Architectural Services - responsible for planning and implementing the G.N.W.T. building construction program and for providing space planning and interior design services.
- ii) Engineering Services - planning and implementing engineering projects related to capital works construction by the G.N.W.T. for communities across the Territories.

The Project Management Division totals 49.3 person-years in HQ.

d) Energy Conservation Division - responsible for the implementation of Federal/Territorial programs designed to increase public awareness technology as it pertains to decreasing the use of non-renewable energy sources in the N.W.T. There are 3.1 person years in this division.

e) Operations - responsible for providing overall direction and technical expertise to regional operations (including the Yellowknife area which is directly under head-quarter's control). Responsibilities include the maintenance

of buildings, equipment and vehicles; and the provision of utilities and accommodation services in the regions.

3. Regional Activities

With the possible exception of the Project Management Division and the Energy Conservation Division all functions at the headquarters level are replicated in the regions. Project Management - the provision of architectural and engineering services - is still primarily a headquarters function, although some regions do have architectural staff on a contract basis, and the regional departments are generally headed by an engineer. Regional staff for the Energy Conservation Division are anticipated in 1983/84.

The Department of Public Works is one of the largest departments at the regional level, with a total regional staff, as defined in budget terms, of 298; 164.4 person years working in the three Eastern Arctic regions of Baffin, Keewatin, and Kitikmeot (1983-84 Main Estimates). However, the total number of regional staff are in reality approximately 448 person years, as Yellowknife area staff are included in the headquarters total. This gives us a ratio of approximately 1 headquarters person year to every 3.7 regional staff (448 - 120). This ratio is one that can be applied to a D.P.W. Nunavut, with possible variations due to Nunavut

specific factors which will be discussed below. (Note that D.P.W. has so many regional personnel that we have not included the regional organization charts. However these will not change in the immediate post-division period.)

B. POST-DIVISION OPTIONS: THE DEPARTMENT OF PUBLIC WORKS

1. General Considerations

a) Core activities within the Department of Public Works include the divisions of Highways, Project Management, and Operations. These functions are essential given that the Northwest Territories currently has highways that must be maintained; and, due to the nature of these functions - ie. highly technical, requiring skilled personnel, shared equipment and co-ordination of effort, they most logically must be located in a single portfolio.

The most obvious 'Nunavut-specific' factor here is that Nunavut (the three eastern arctic regions) has only one short highway between Arctic Bay and Nanisivik, and no marine operations. While this would increase somewhat if the Western Arctic Regional Municipality is involved, this activity still will have to be greatly scaled down in an eastern territory.

The residual role of this division that would continue to be relevant in Nunavut is providing advice and technical support to communities on their internal road

system. However, in the early stages of Nunavut even this will not be a major responsibility with the exception that depending on where the capital of Nunavut is located, internal highway advice could be required, due to the increase in population and the consequent demand on services of the municipality. Moreover, it has also been suggested that, again contingent upon where the capital is located, that it might be possible to construct a road from the south into the capital. This would greatly increase the long term responsibilities of this division in Nunavut, but in the short run, it is recommended that this division be staffed with a bare minimum of person years.

Operations is a headquarters division whose person year size is proportional to the size of the regional staff in the Department. The three eastern regions have approximately 1/3 of the total number of regional staff and the size of Operations in a Nunavut government should ideally reflect this ratio. However, due to diseconomies of scale and specialization of job functions the number of person years in a Nunavut headquarters will likely be greater than this ratio would indicate.

The size of the Project Management Division will be sensitive primarily to the amount of capital construction in Nunavut. Thus, it will reflect both government accommodation needs and the needs of a growing population for schools,

hospitals, etc. In the immediate post-division environment, the demand on this division will be greater than normal due to initial construction requirements for the new capital.

However, much of this workload might be picked up by contract personnel, and certainly the person year establishment of this division should not be more than 1/2 to 1/3 of its current size within the G.N.W.T.

b) The only ancillary activity located in the Department of Public Works is the division of Energy Conservation. While there certainly is a rationale to attaching this function to D.P.W. it is not a core activity of the department. The size of this division in Nunavut will vary according to the priority that is placed upon energy conservation by both the Territorial and Federal politicians. (Currently, the Federal Government has identified energy conservation as a top priority, and thus funds are much more accessible.)

c, Program support activities in the Department are located within the Directorate. The current directorate has four functions: departmental management; financial administration; policy, planning and training; and contracts and capital planning. The management and financial administration functions will be directly proportional to the size of the department as a whole in Nunavut.

Policy development does not have any Nunavut-specific

factors; the size of a D.P.W. policy unit in Nunavut will be dependent upon the priority placed on policy development at a departmental headquarters level by political decisionmakers. It is conceivable that, initially, policy could be developed by senior departmental officials in conjunction with input from the regions. However, the training function, included within the policy division, will undoubtedly be an important function in a Nunavut territory.

The person year requirements of the Contracts and Capital Planning Division will be sensitive in Nunavut to the number of capital works being undertaken. Initially, this number will have to be larger due to the upgrading of the seat of government; however the size of this division in an eastern territory should balance out in the long run to approximately 1/2 to 1/3 of its current size in the G.N.W.T.

2. The Department of Public Works: HQ Nunavut

Two sets of headquarters charts are presented here for the headquarters component of D.P.W. in Nunavut. The first charts were presented to the sub-committee by the current senior management of D.P.W. (See Figures 7.12 to 7.20 Pages 274 - 282). Working under the assumption that headquarters functions would be similar in Nunavut to current G.N.W.T. headquarters functions, the department has suggested

a total person year count of 60 (approximately 50% of the current person year establishment).

The divisional structure presented in these charts remains the same as the current system, with the exception that the Energy Conservation Division has been excluded. There are seven divisions which if all reported to the D-M would mean a span of control of seven. Departmental officials have reduced the span by suggesting that a position of Assistant Deputy Minister be established, thus giving of control of 3-1 and 4-1. However, by amalgamation of two services and including a policy and training py directly attached to the directorate rather than a separate division, the span of control is reduced to a point where it would be easily manageable by the Deputy Minister (See Figure 7.21 - 7.27 Pages 283 - 289).

To further lean down the charts presented by headquarters officials, a ratio of .25 headquarters staff to regional staff has been applied. By applying that ratio to D.P.W. staff in the three eastern regions, we could estimate that a Nunavut headquarters component of D.P.W. would total approximately 36 person years.

However, diseconomies of scale preclude applying a simple mathematical formula to determine the ideal size of a headquarters. There is a baseline of positions which must be established regardless of the populations served. The

leaned down charts attempt to present a balance between these two figures of 36/60 person years.

Some of the suggested person year cuts have been made in the following divisions: Finance and Administration - currently there are 9.0 person years in D.P.W. headquarters, while management has suggested 7.0 person years in Nunavut D.P.W. Nunavut lean charts show 6.0 person years.

The same is true of Contracts and Capital Planning - currently employing 7.0 person years, 6.0 have been suggested for Nunavut D.P.W. although in a pinch they could possibly get by with four.

Charts 7.1 - 7.2 Pages 283 show 48.0 person years as a 'tight belt' version of D.P.W. headquarters in Nunavut. It must be emphasized that this is presented only as an option and not as a criticism of the proposal received by the department. The aim is to offer a possible way of reducing the size of the department in Nunavut in case the limited numbers of people in Nunavut qualified to fill these positions make in necessary.

FIGURE 7.1

DEPARTMENT OF PUBLIC WORKS - SUMMARY CHART

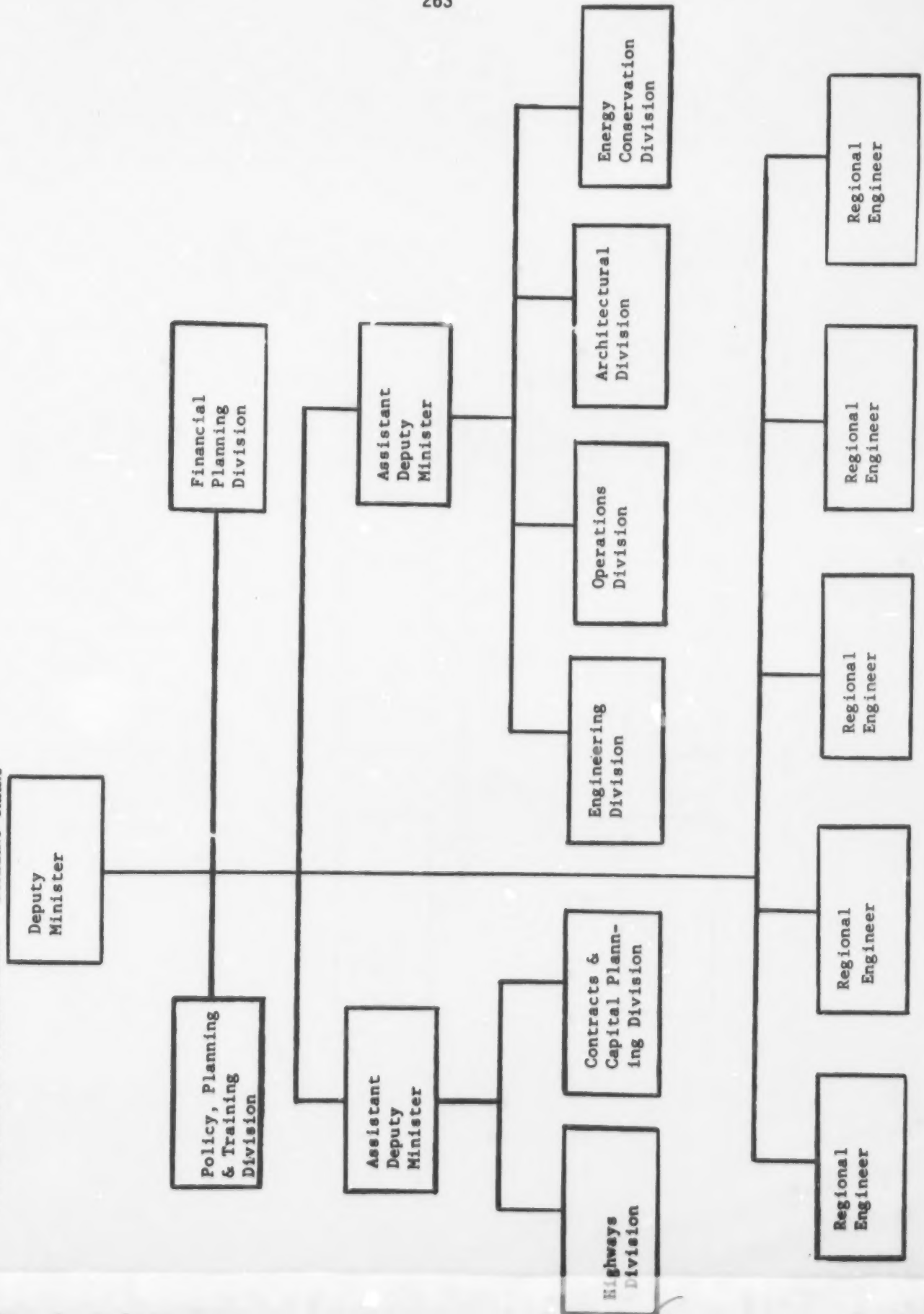


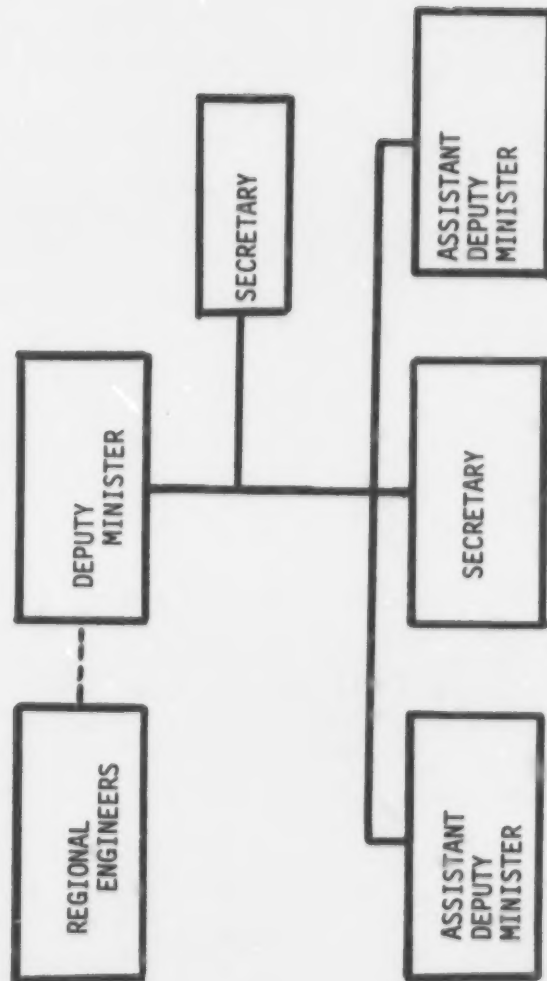
FIGURE 7.2**DEPT. OF PUBLIC WORKS - DICTORATE**

FIGURE 7.3

DEPARTMENT OF PUBLIC WORKS
POLICY, PLANNING & TRAINING DIVISION

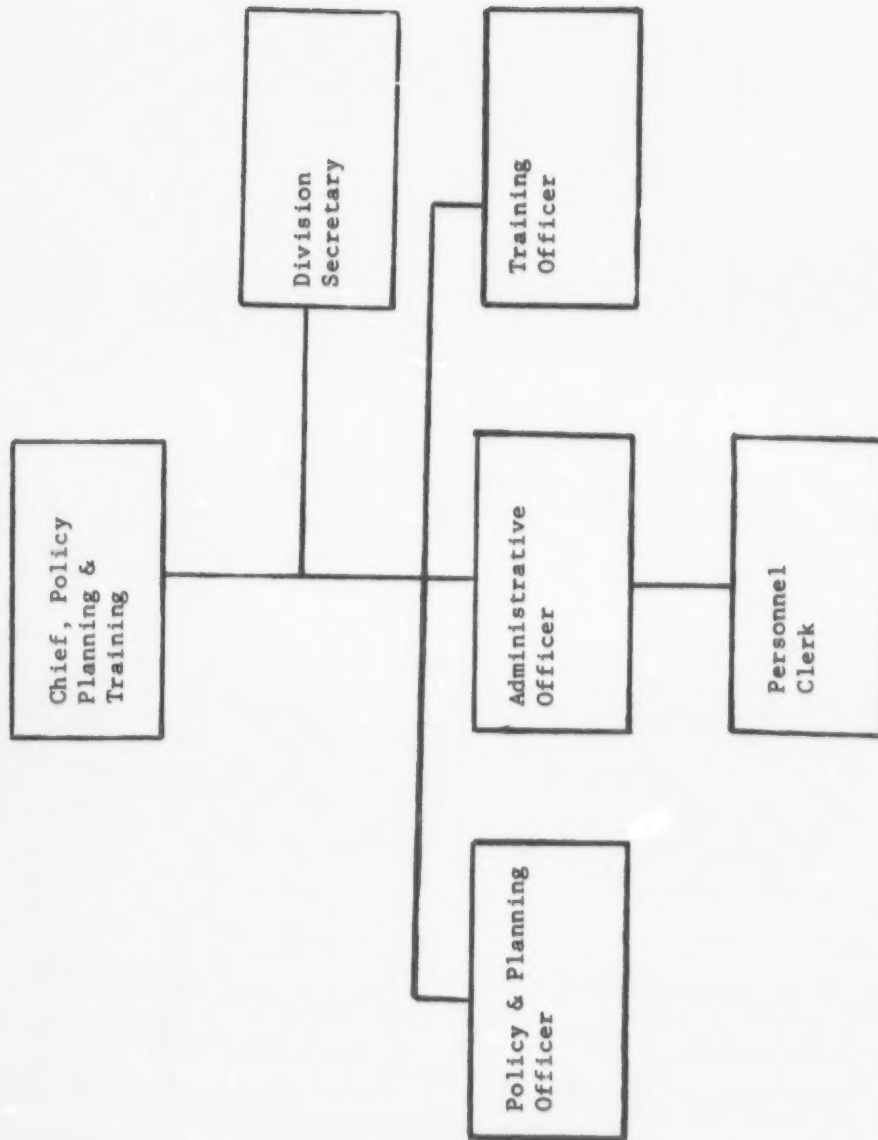


FIGURE 7.4

**DEPARTMENT OF PUBLIC WORKS
CONTRACTS & CAPITAL PLANNING
DIVISION**

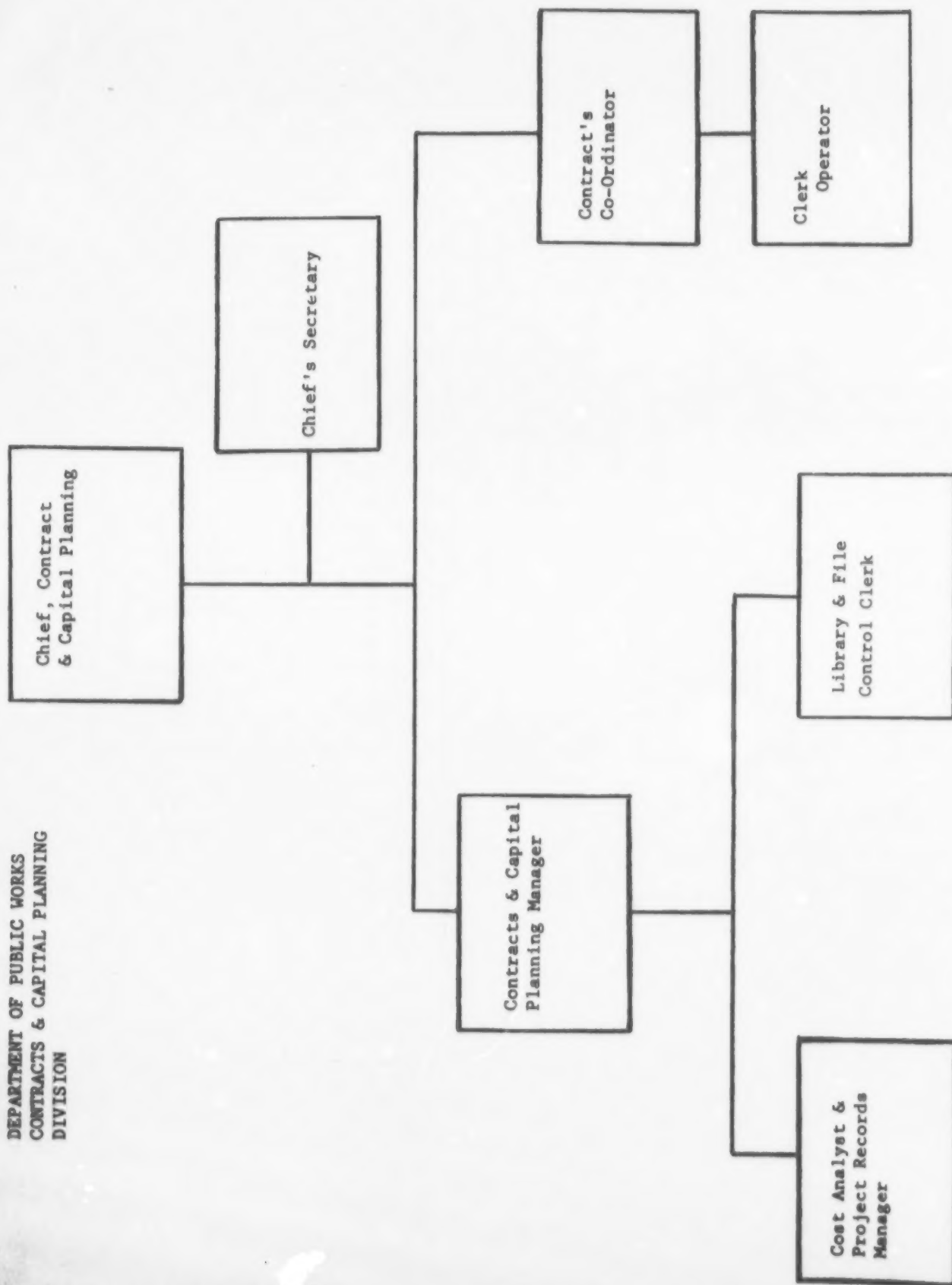


FIGURE 7.5

DEPARTMENT OF PUBLIC WORKS
FINANCE DIVISION

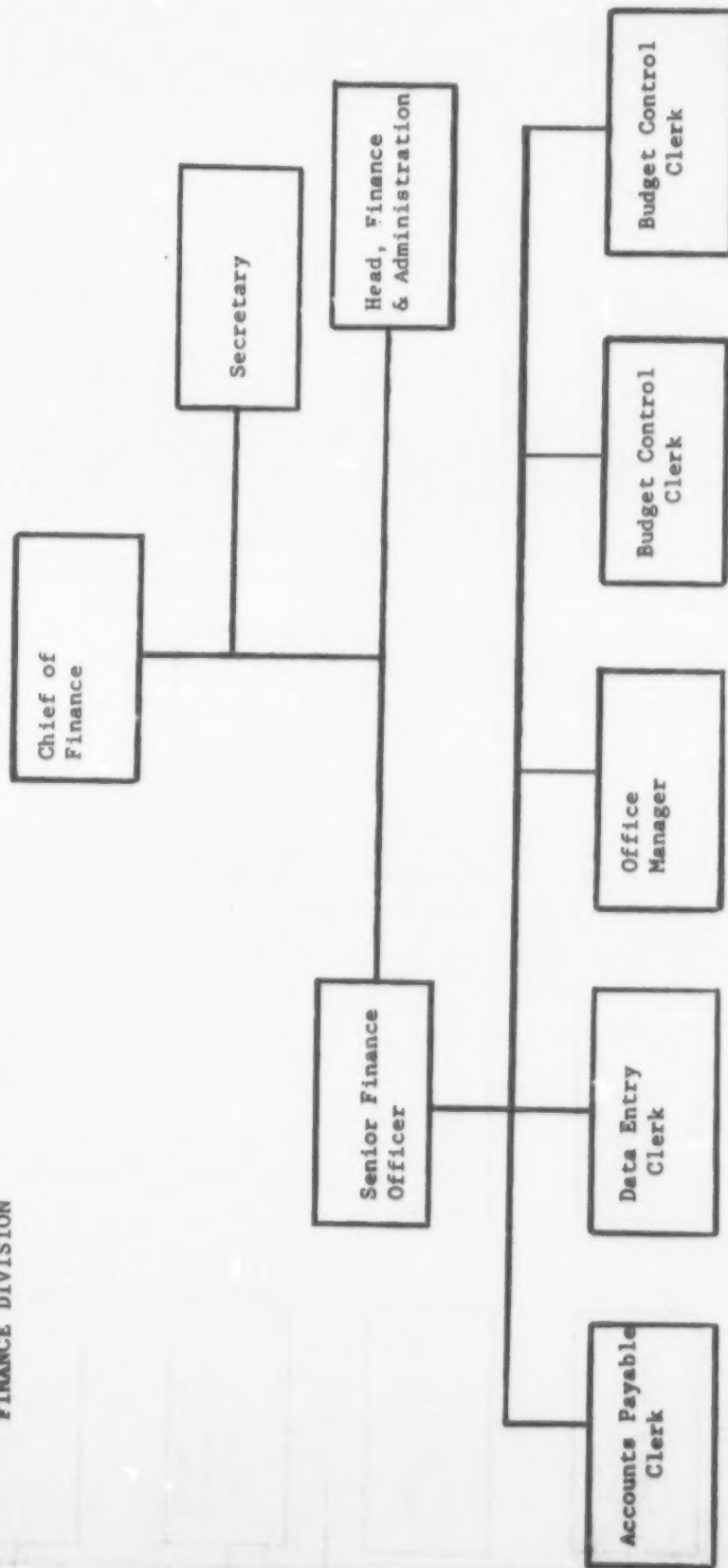


FIGURE 7.6

DEPARTMENT OF PUBLIC WORKS
OPERATIONS DIVISION

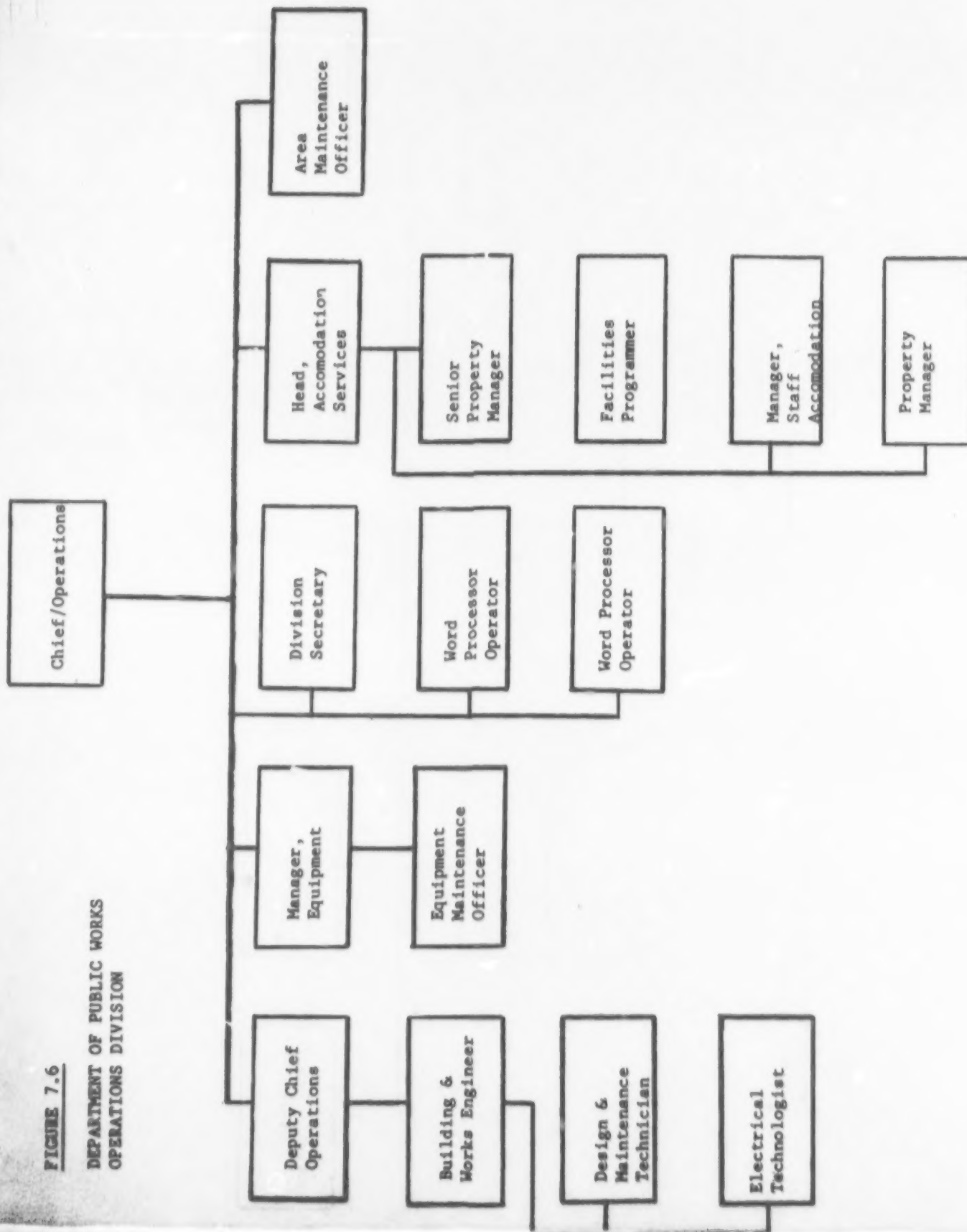


FIGURE 7.7

DEPARTMENT OF PUBLIC WORKS
ENGINEERING DIVISION

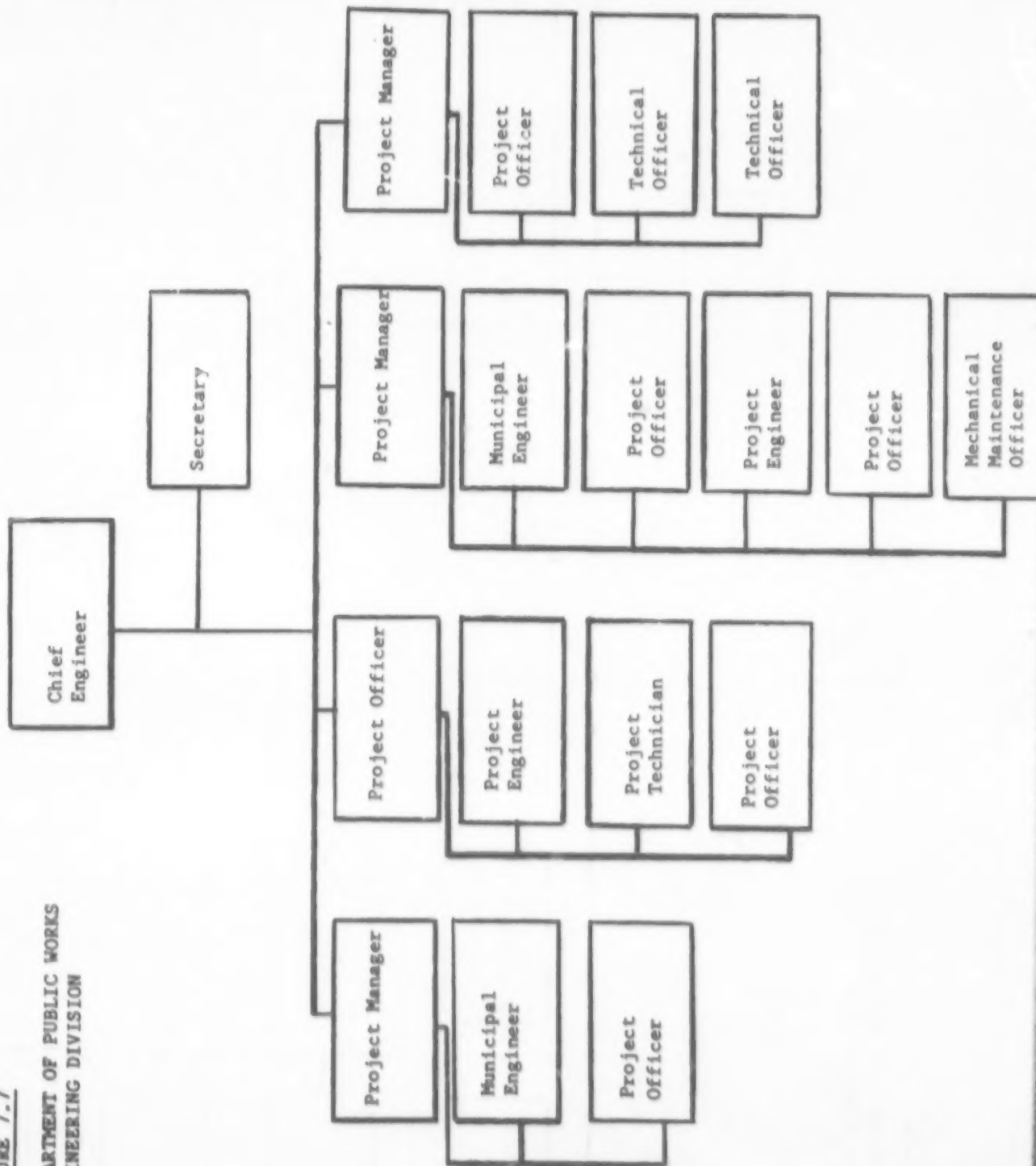


FIGURE 7.8

DEPARTMENT OF PUBLIC WORKS
ARCHITECTURAL DIVISION

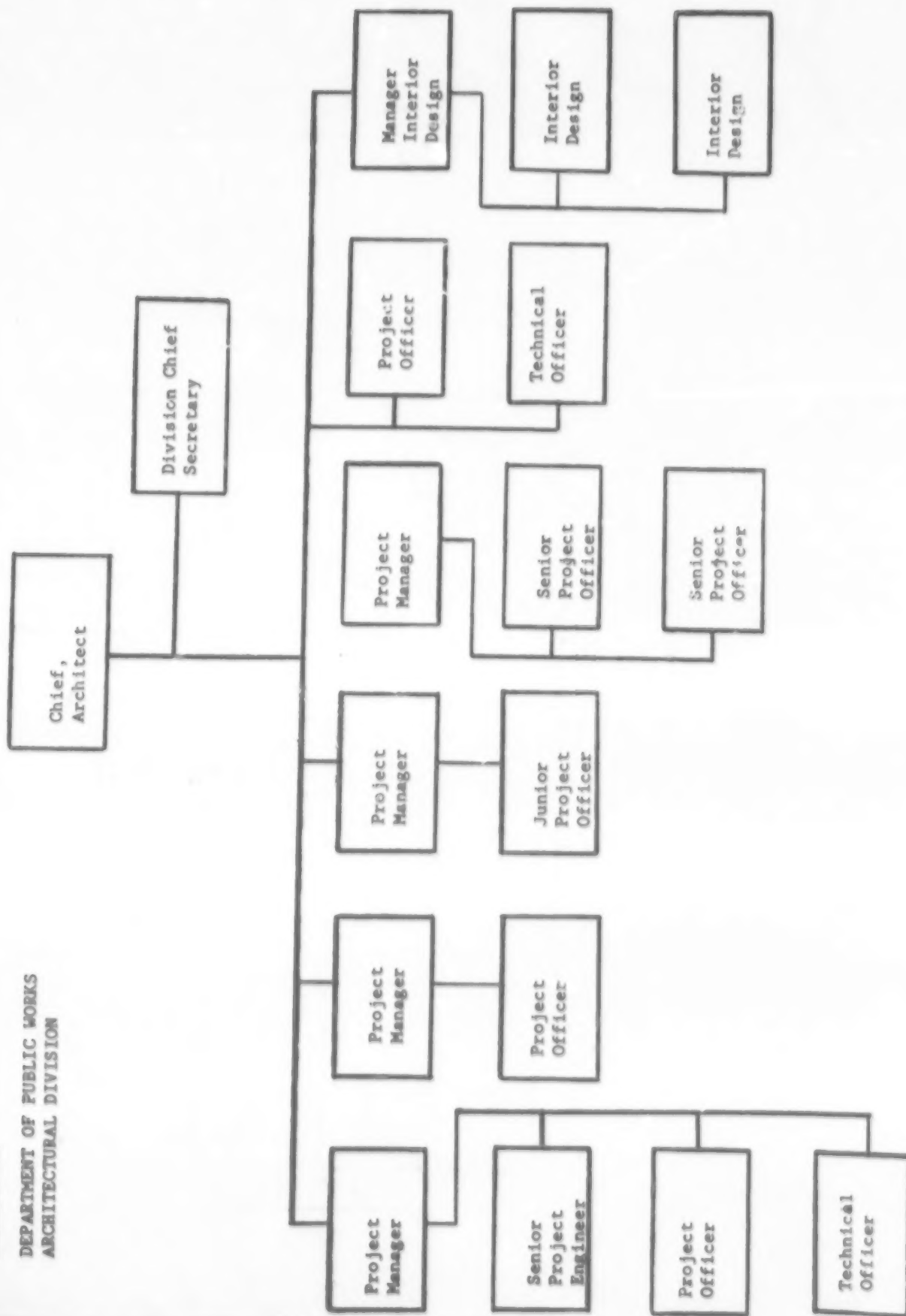
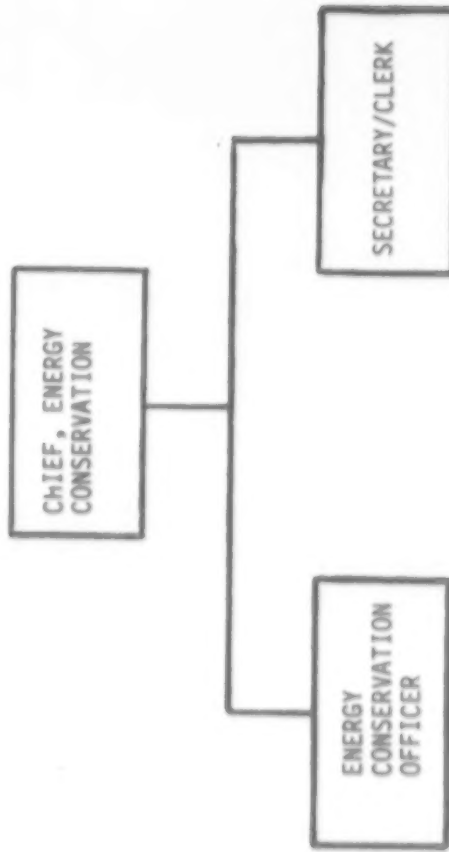


FIGURE 7.9

DEPARTMENT OF PUBLIC WORKS
OFFICE OF ENERGY CONSERVATION



FIGURES 7.10
DEPARTMENT OF PUBLIC WORKS
HIGHWAYS DIVISION

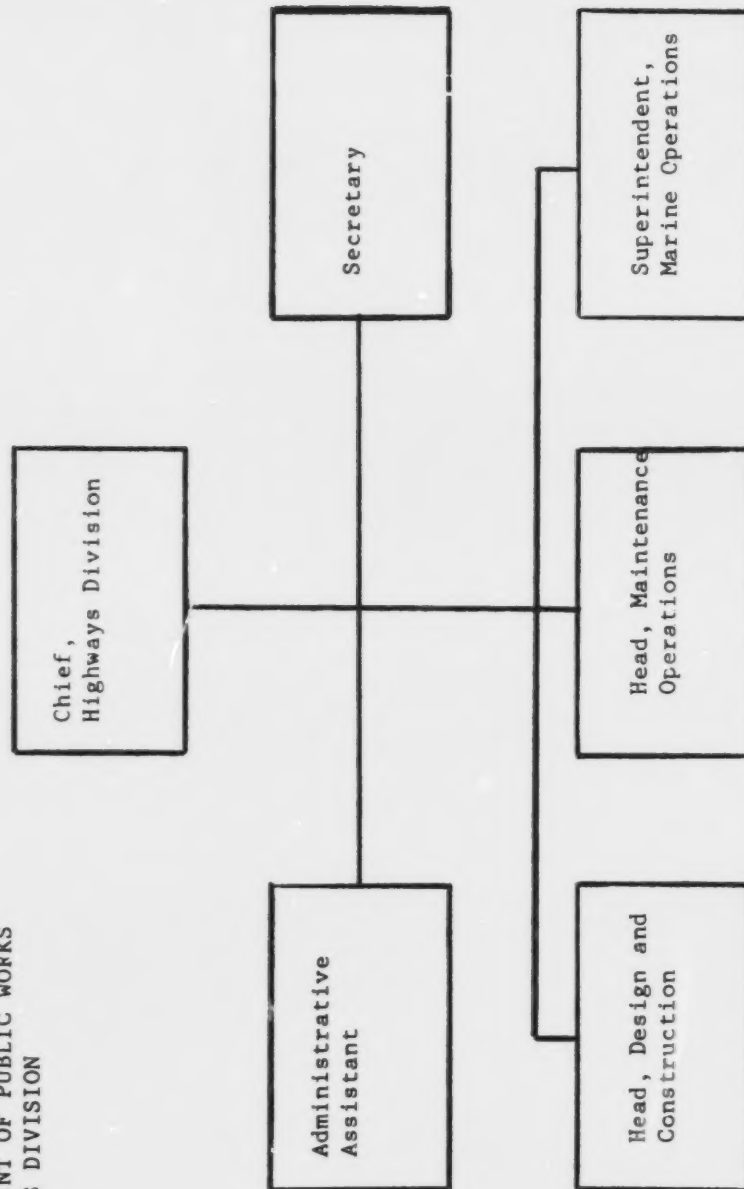


FIGURE 7.11

DEPT. OF PUBLIC WORKS
DESIGN AND CONSTRUCTION

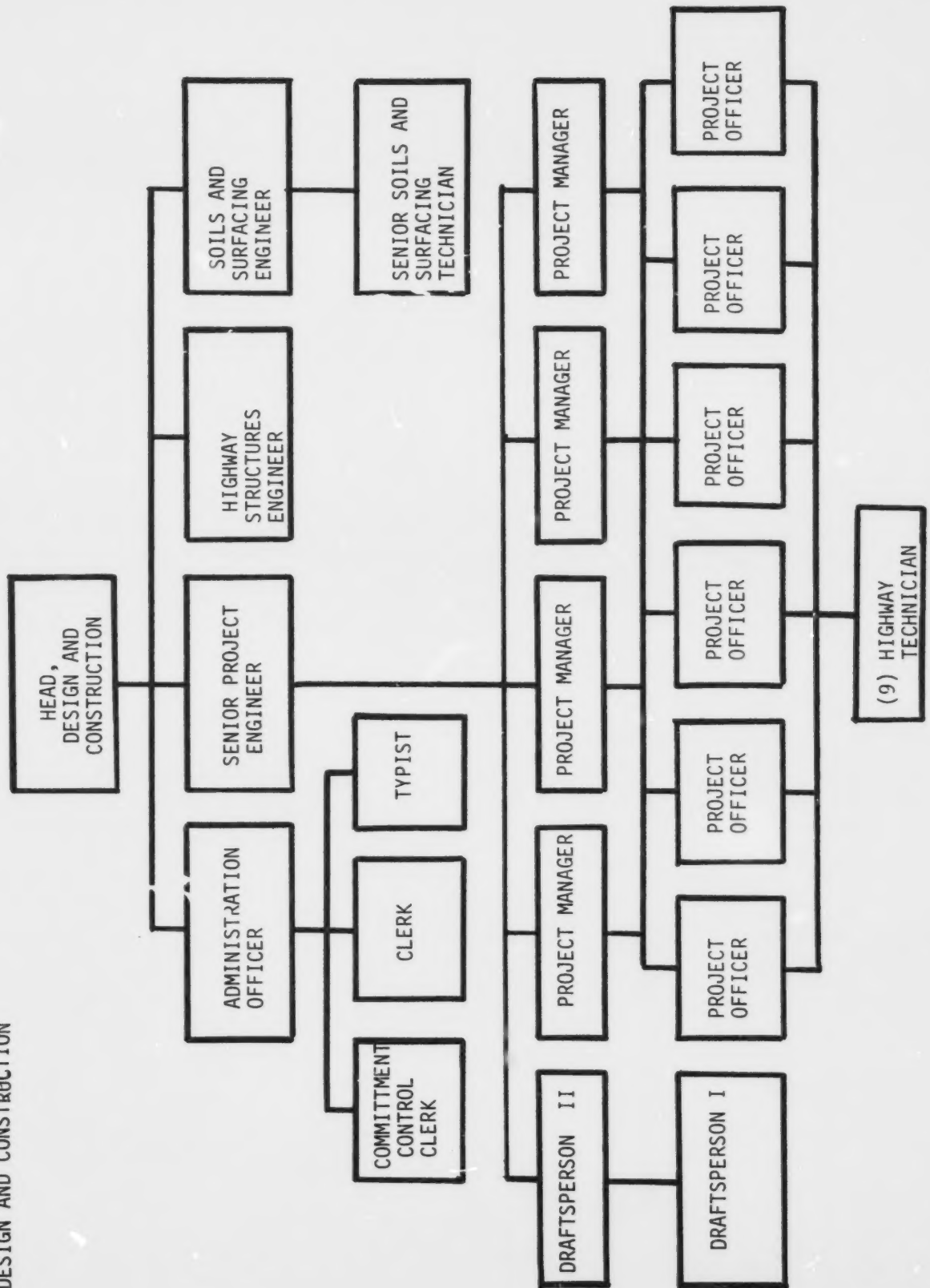
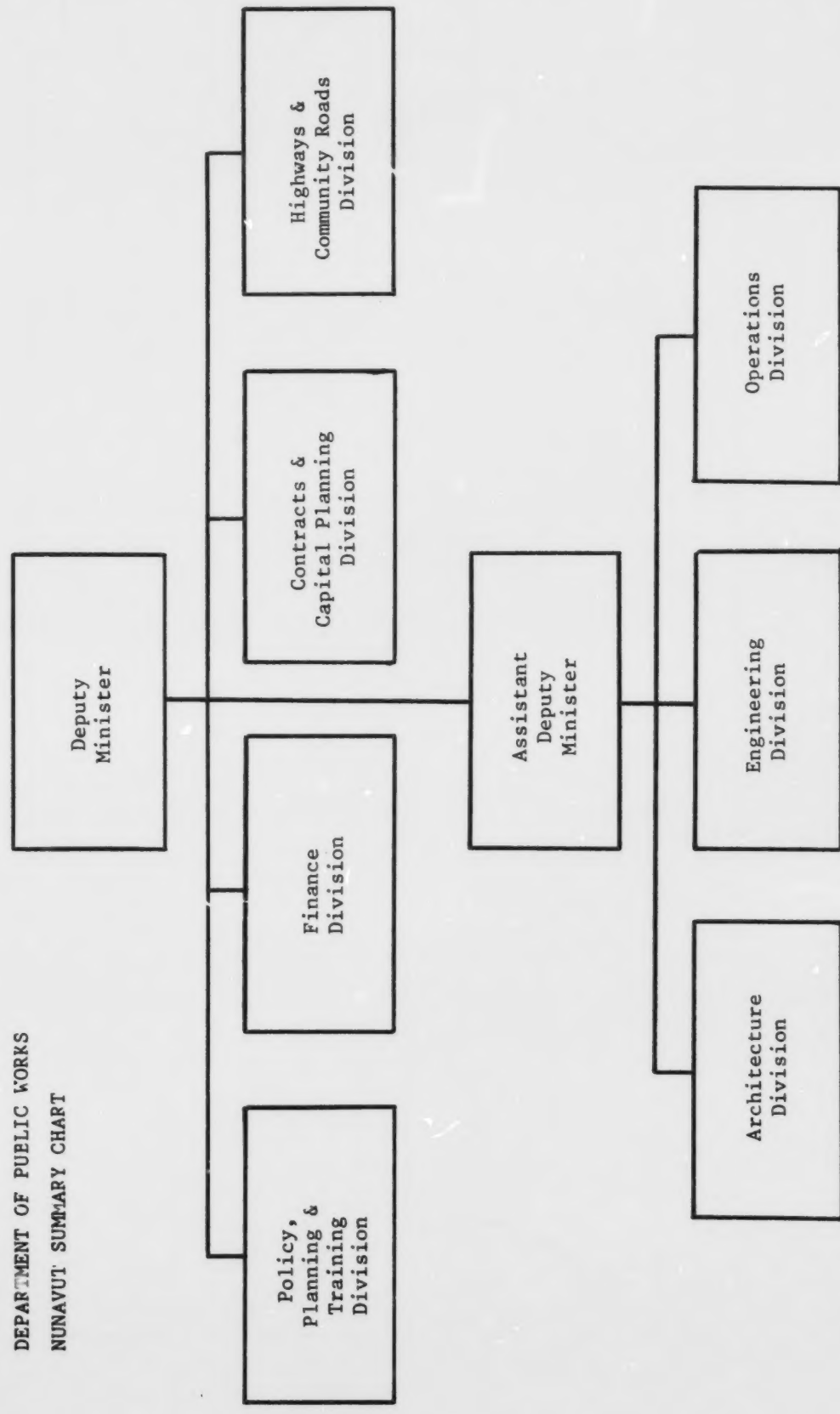


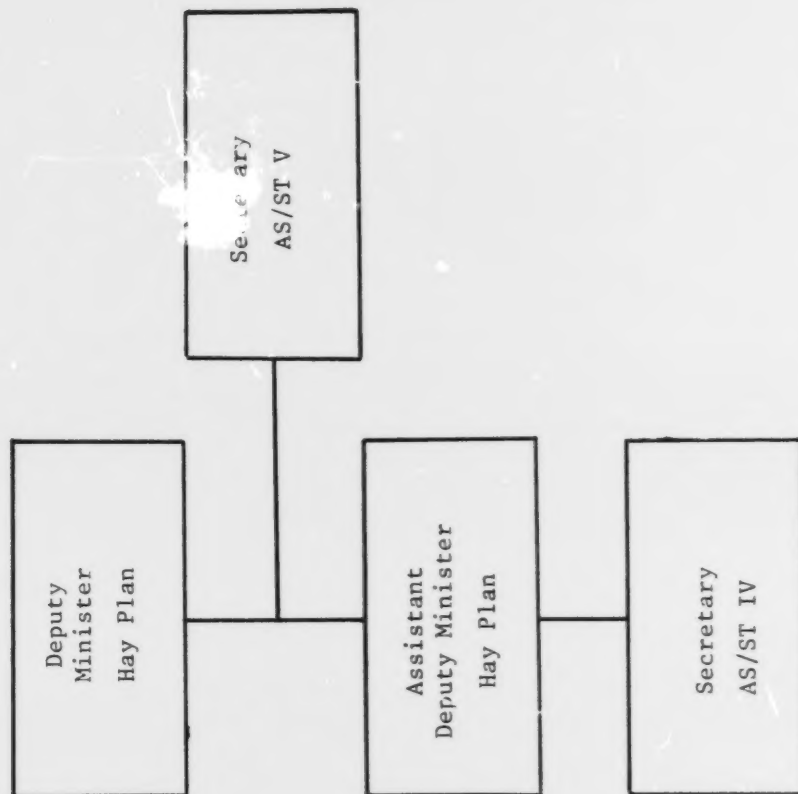
FIGURE 7.12

DEPARTMENT OF PUBLIC WORKS
NUNAVUT SUMMARY CHART



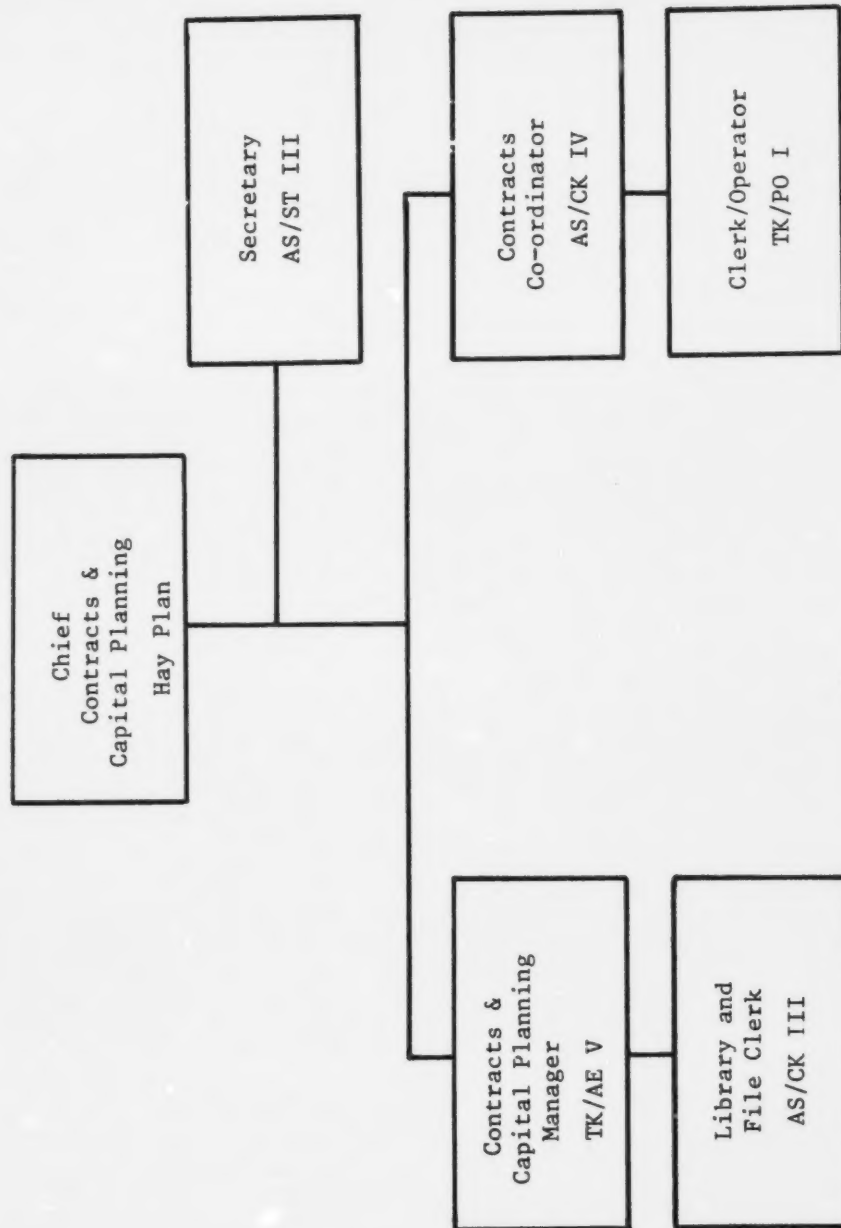
DEPARTMENT OF PUBLIC WORKS
DIRECTORATE

FIGURE 7.13



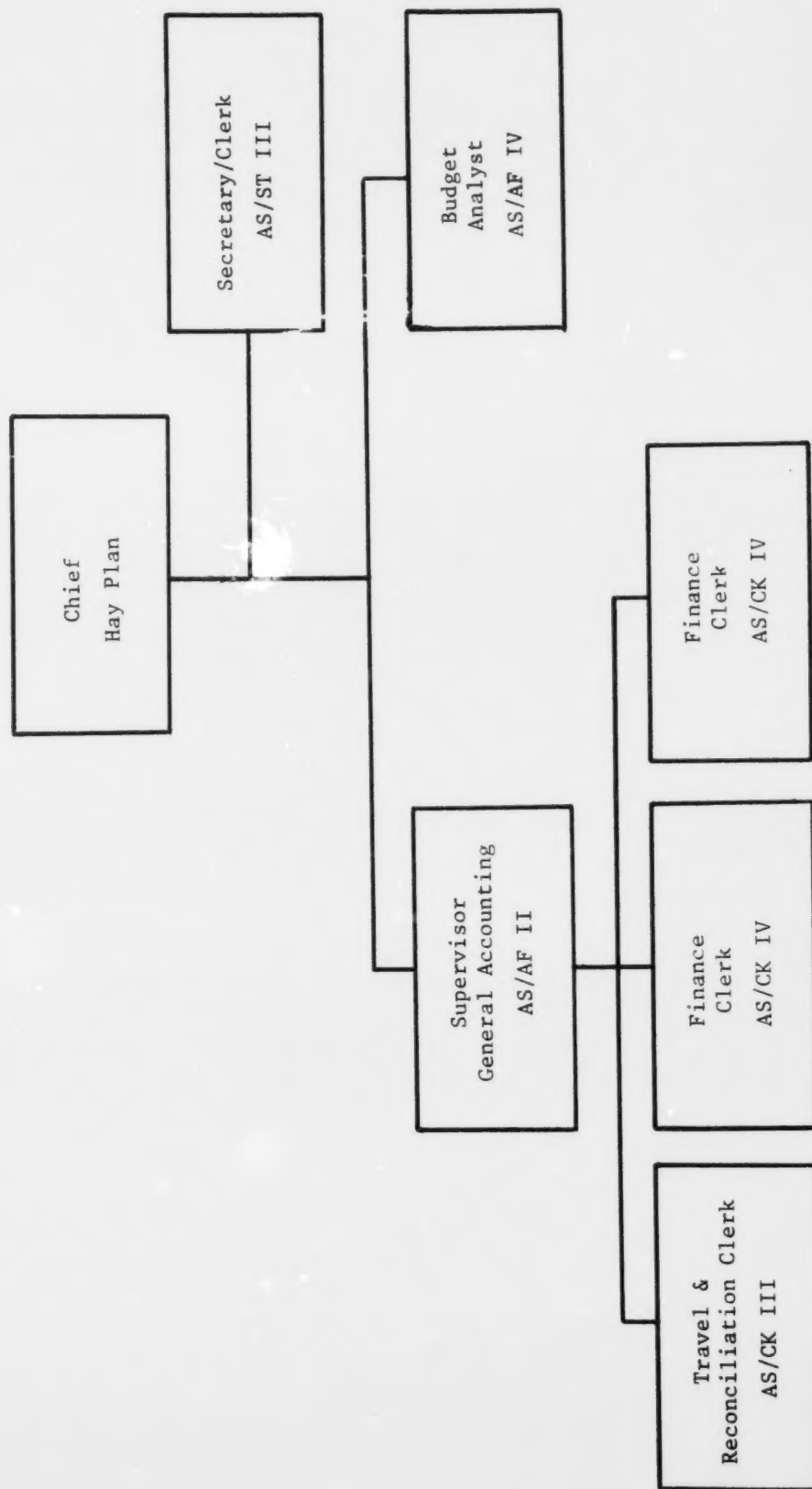
DEPARTMENT OF PUBLIC WORKS
CONTRACTS AND CAPITAL PLANNING

FIGURE 7.14



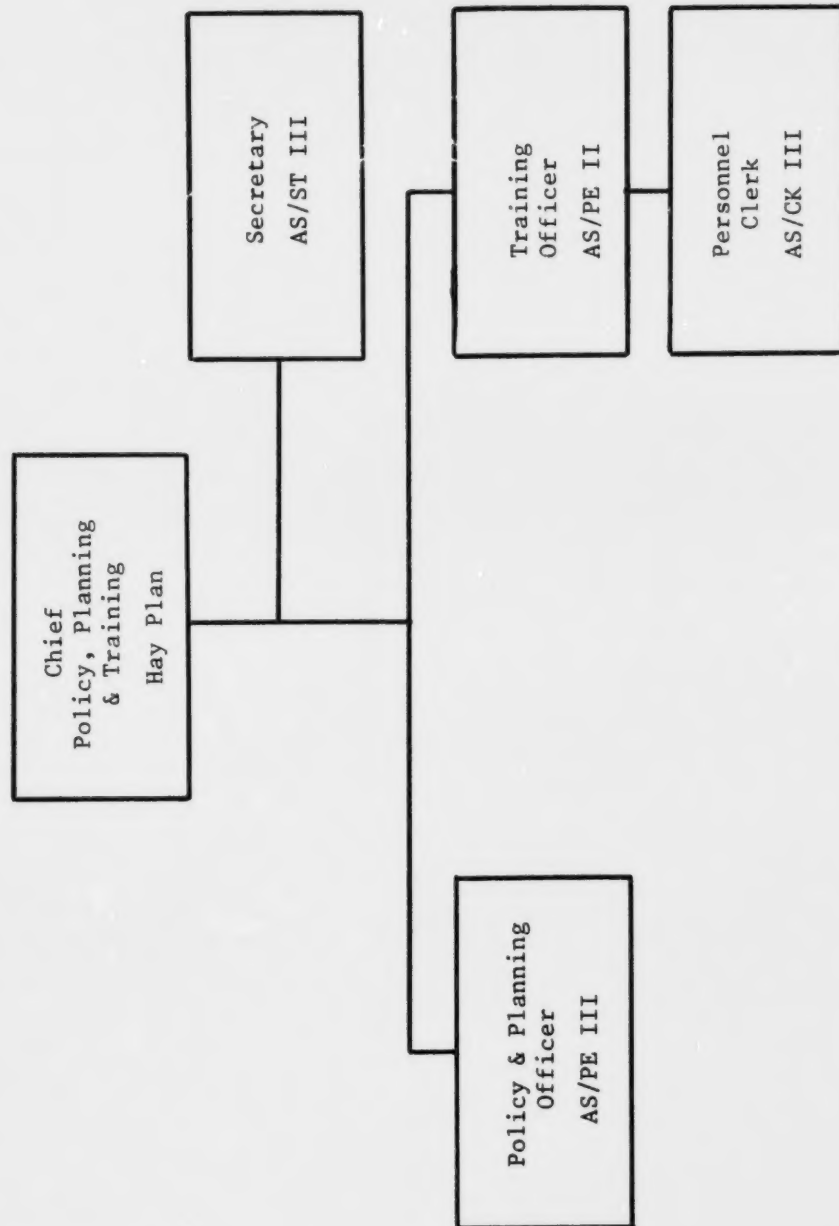
DEPARTMENT OF PUBLIC WORKS
FINANCE DIVISION

FIGURE 7.15



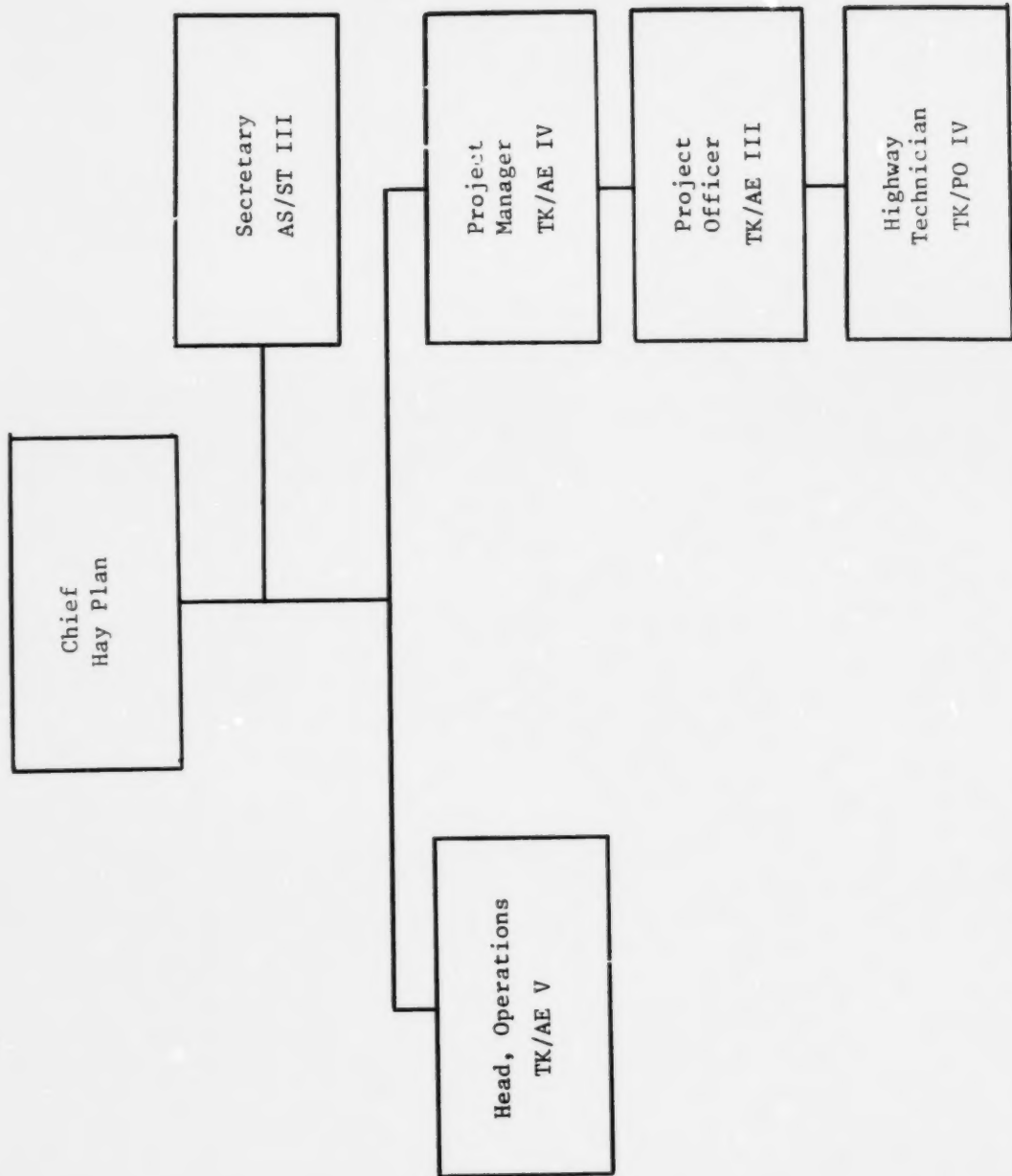
DEPARTMENT OF PUBLIC WORKS
POLICY, PLANNING & TRAINING DIVISION

FIGURE 7.16



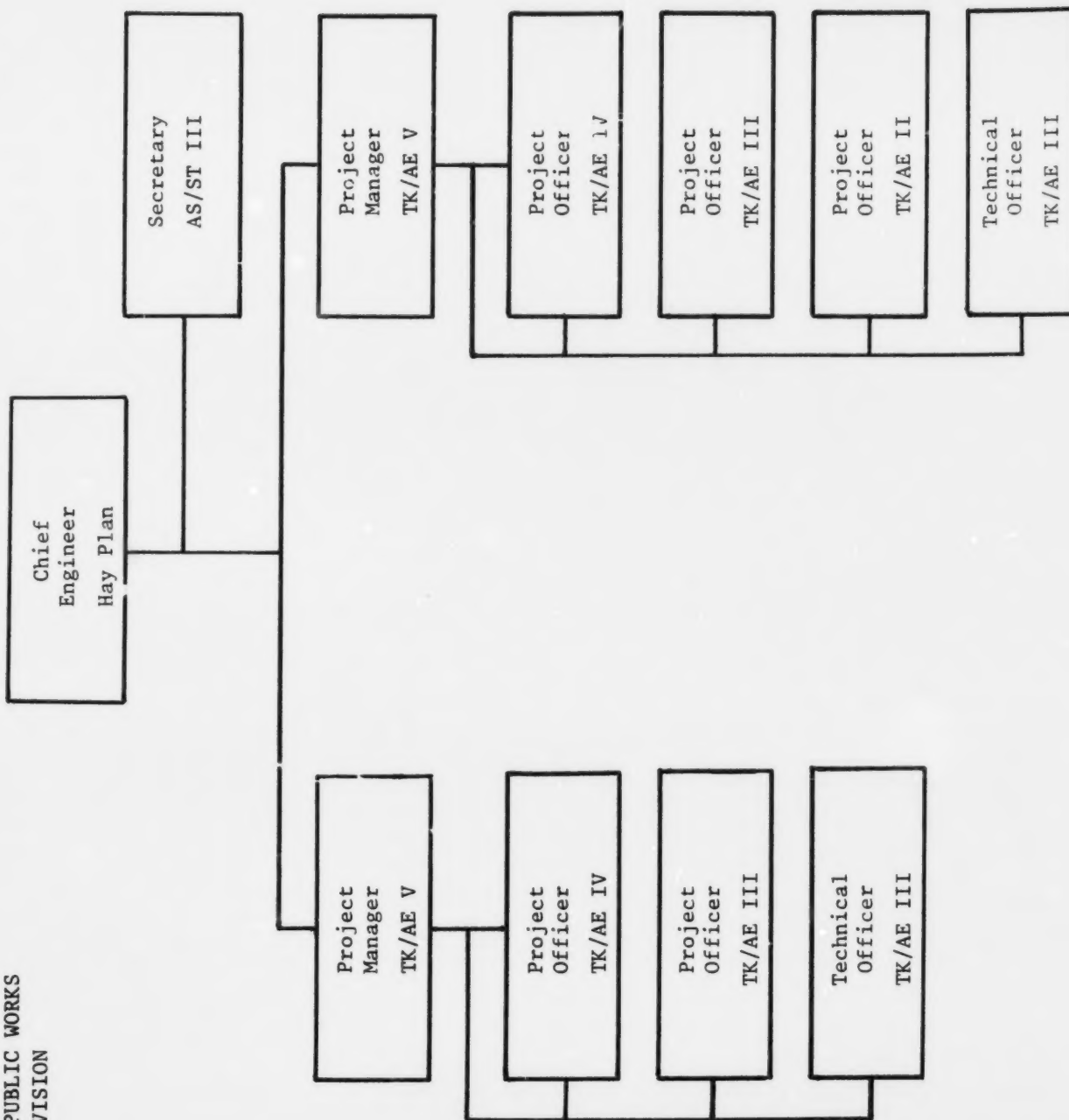
DEPARTMENT OF PUBLIC WORKS
HIGHWAYS AND COMMUNITY ROADS DIVISION

FIGURE 7.17

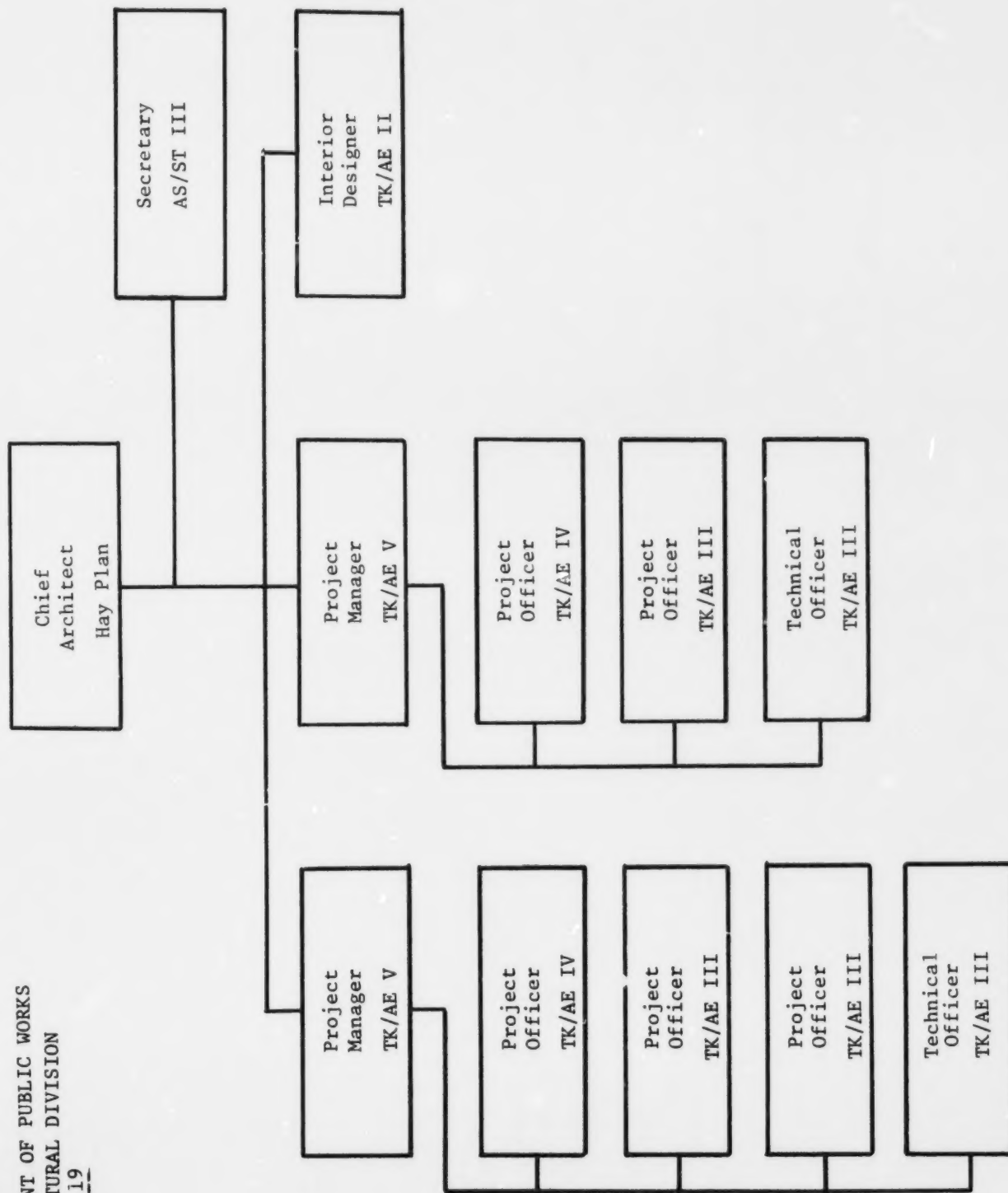


DEPARTMENT OF PUBLIC WORKS
ENGINEERING DIVISION

FIGURE 7.18



DEPARTMENT OF PUBLIC WORKS
ARCHITECTURAL DIVISION
FIGURE 7.19



DEPARTMENT OF PUBLIC WORKS
OPERATIONS DIVISION

FIGURE 7.20

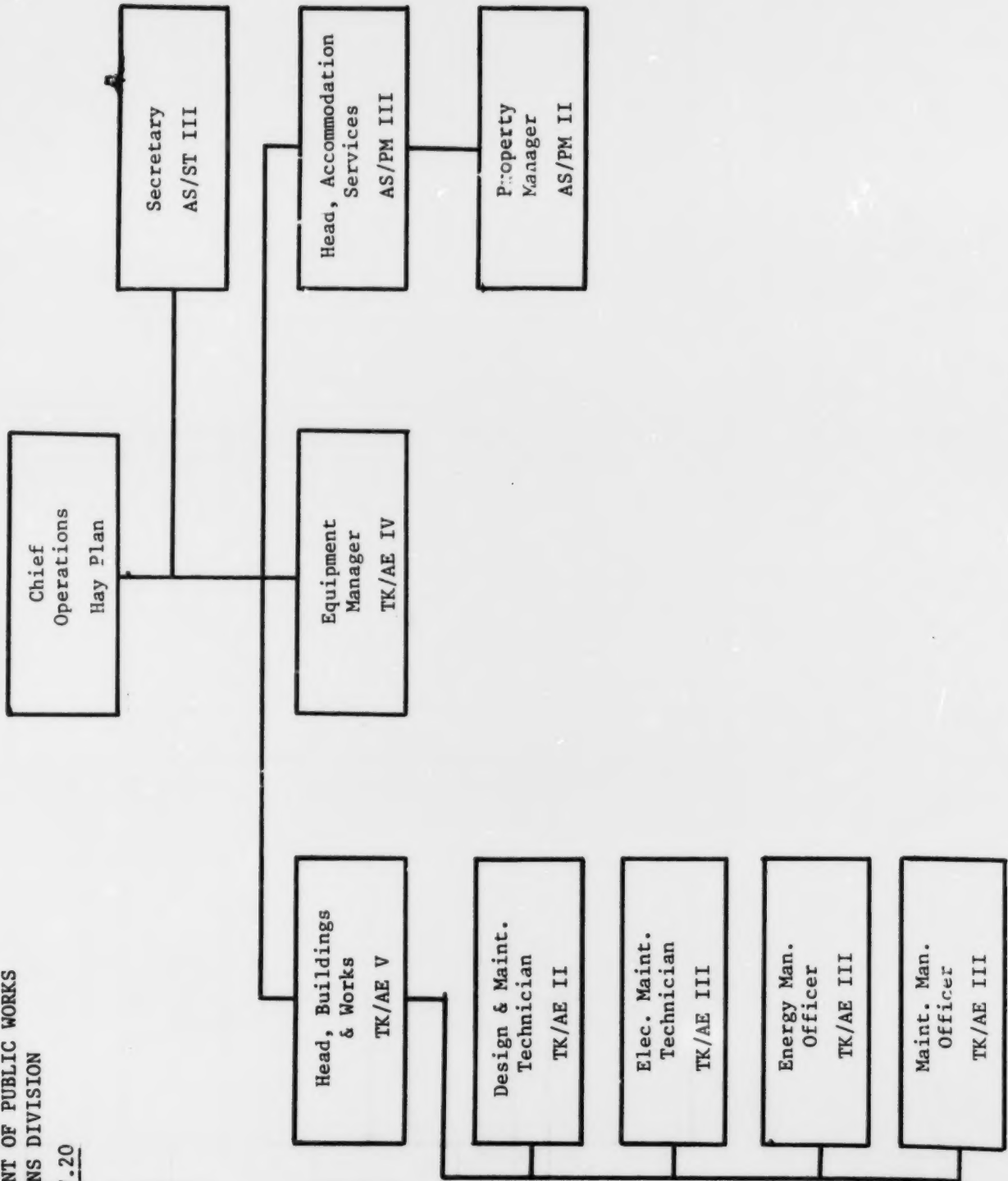


FIGURE 7.21

DEPT. OF PUBLIC WORKS
NUNAVUT - 'LEAN' SUMMARY

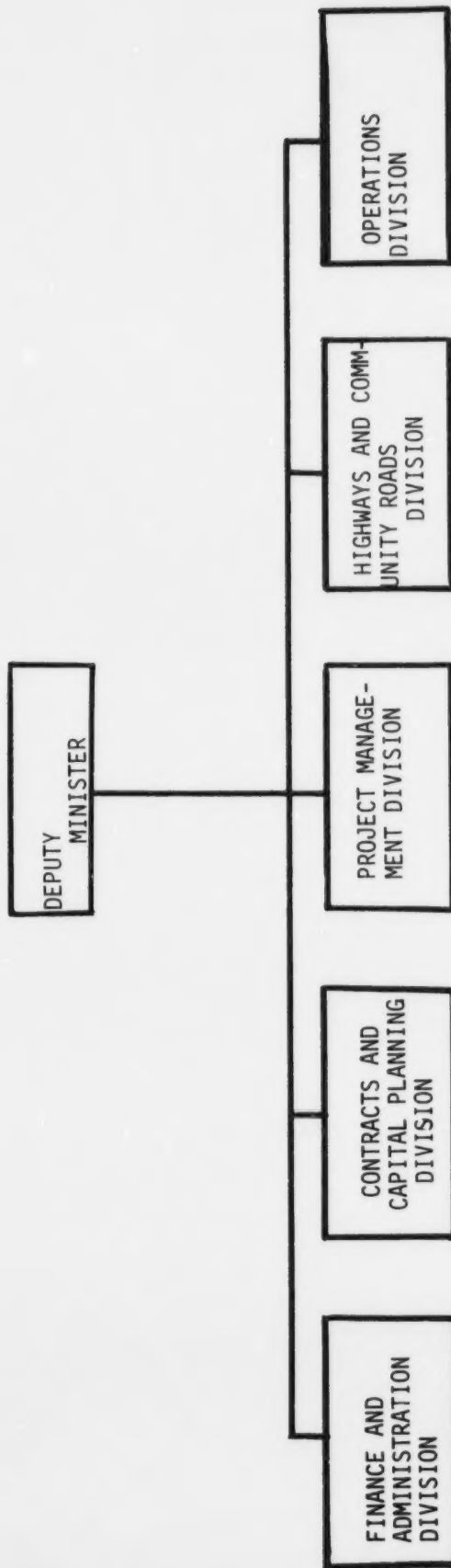


FIGURE 7.22

DEPT. OF PUBLIC WORKS
NUNAVUT - 'LEAN' HIGHWAYS AND TOADS DIVISION

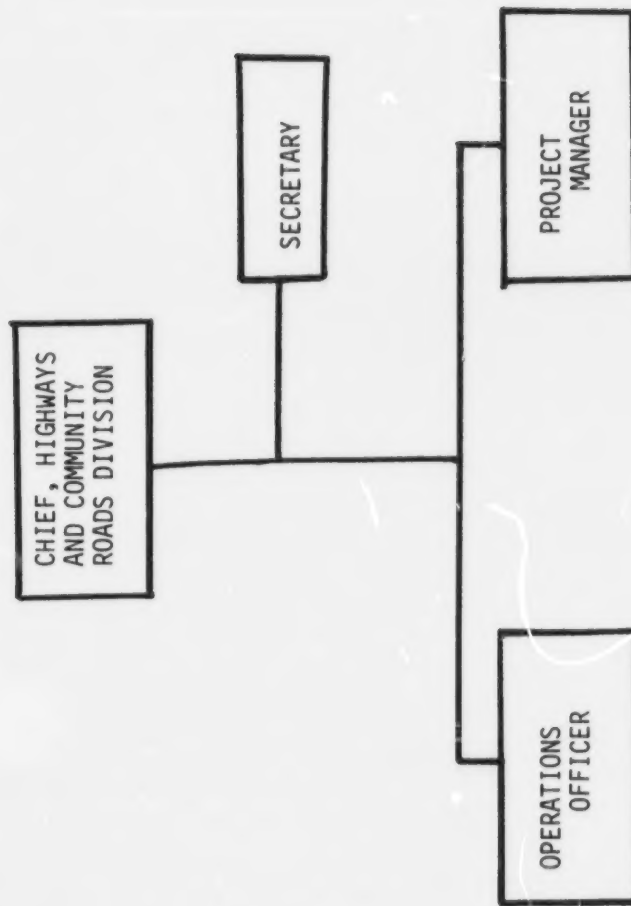


FIGURE 7.23

DEPT. OF PUBLIC WORKS
NUNAVUT - 'LEAN' FINANCE AND ADMINISTRATION

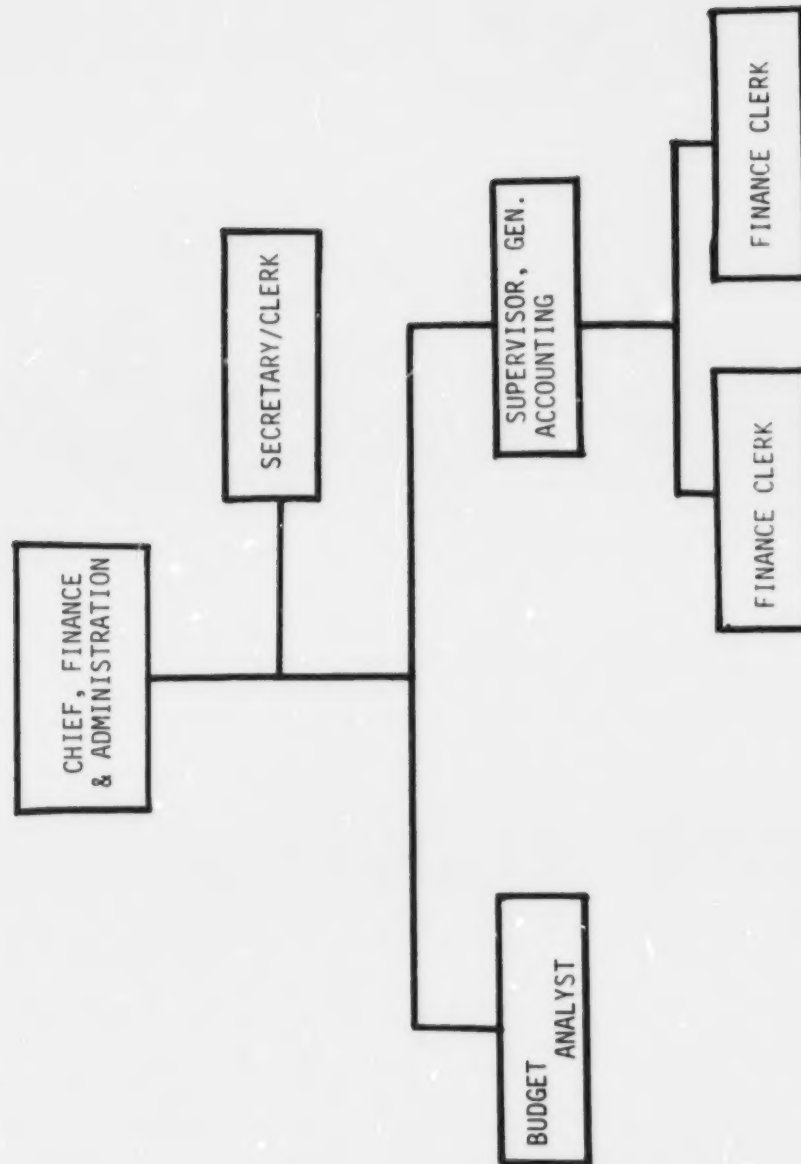


FIGURE 7.24

DEPT. OF PUBLIC WORKS
NUNAVUT - 'LEAN' PROJECT MANAGEMENT

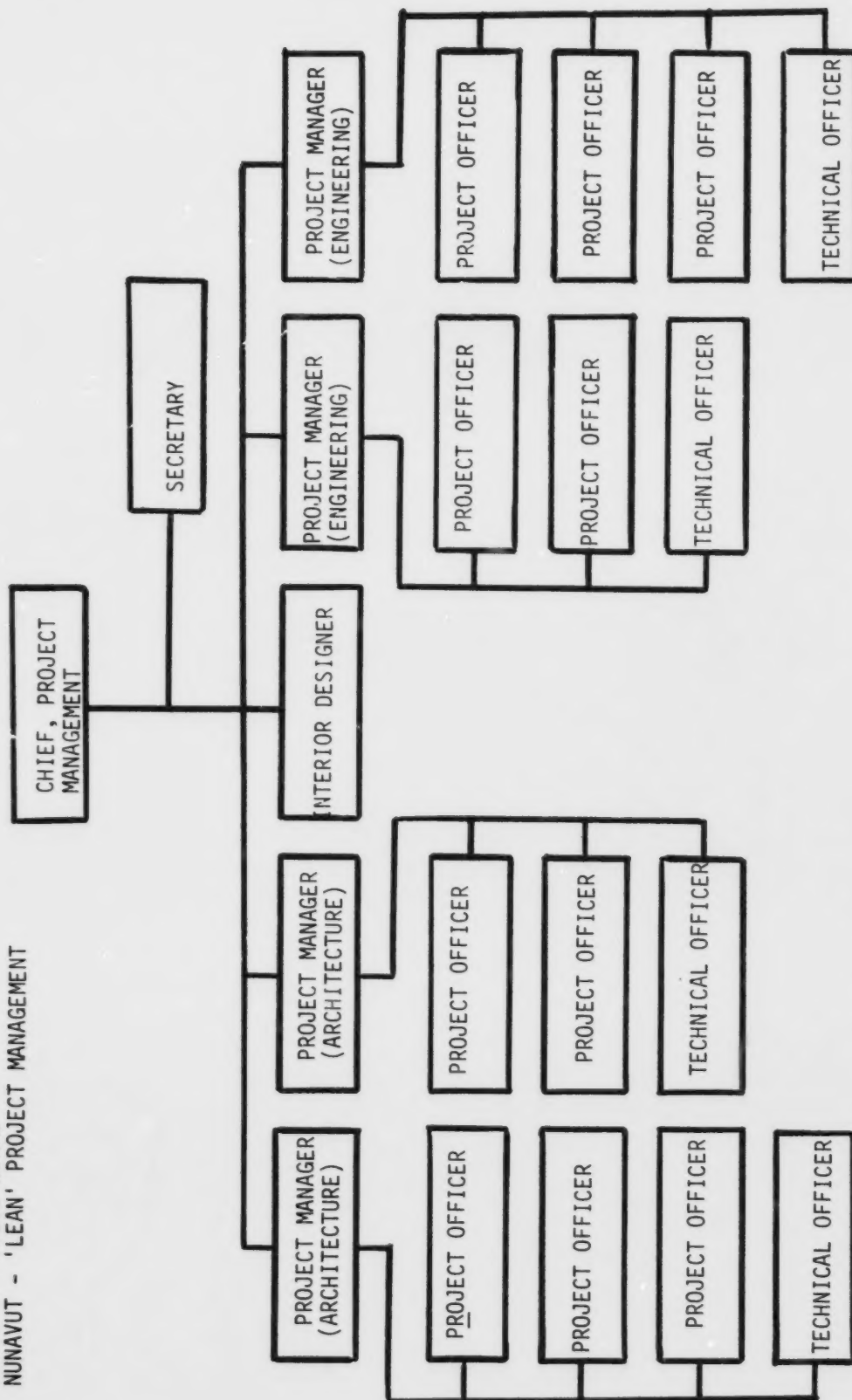


FIGURE 7.25

DEPT. OF PUBLIC WORKS
NUNAVUT - 'LEAN' CONTRACTS AND CAPITAL PLANNING

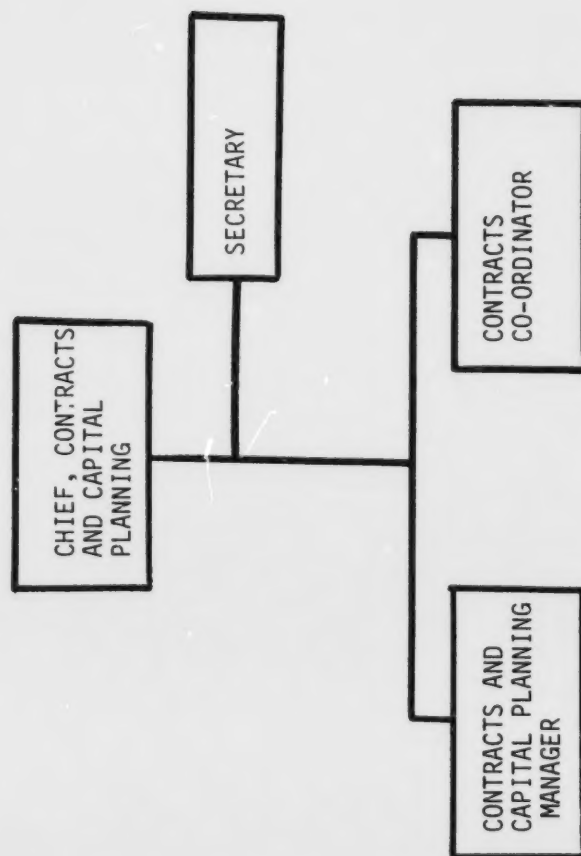


FIGURE 7.26

DEPT. OF PUBLIC WORKS
NUNAVUT - 'LEAN' TRAINING

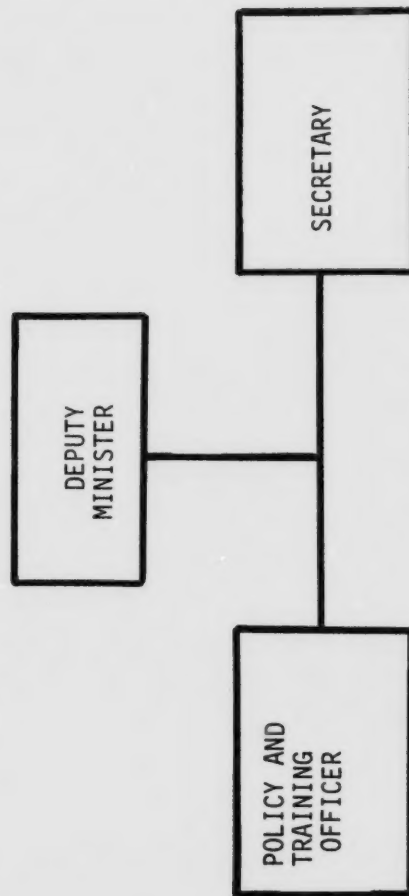
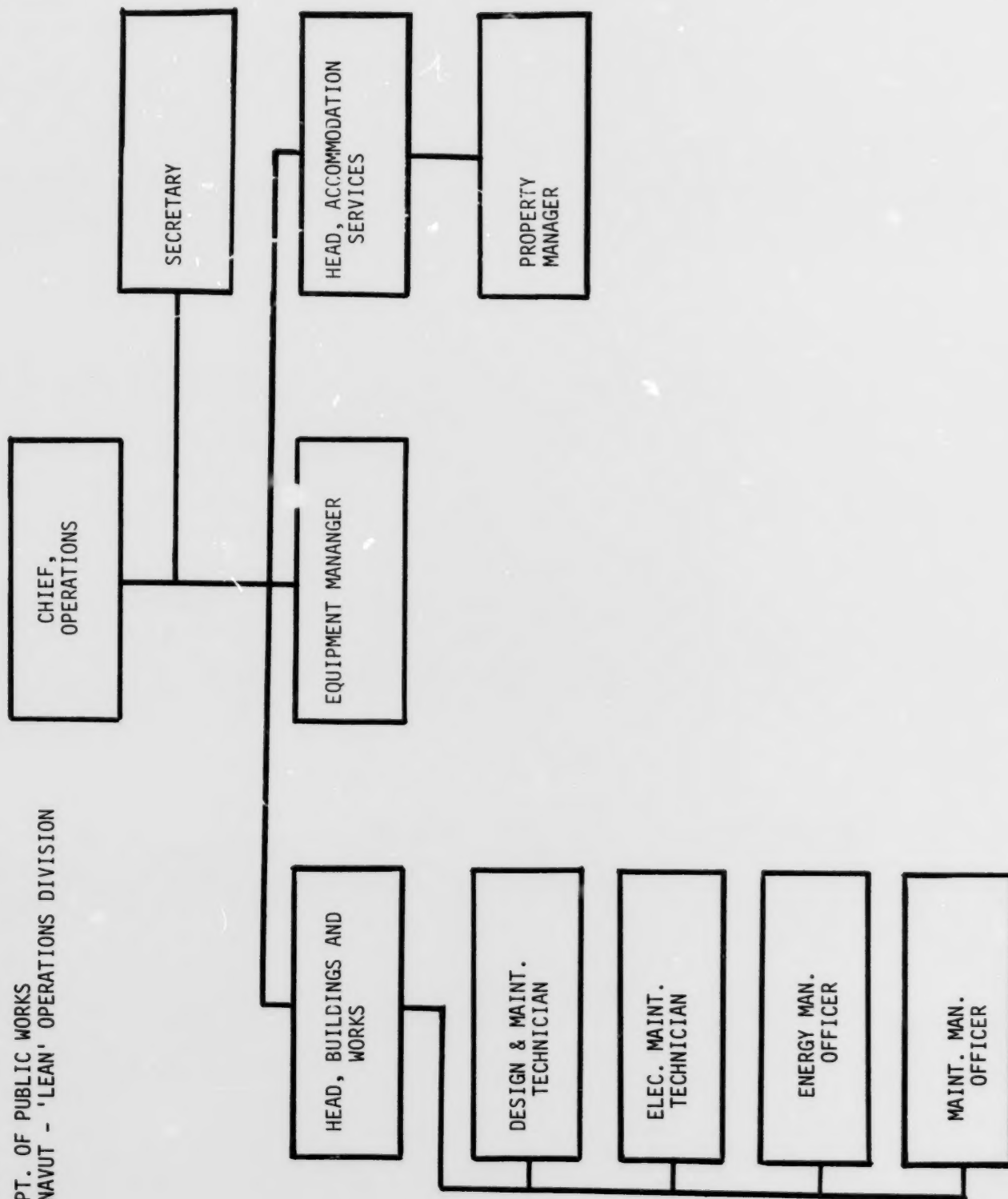


FIGURE 7.27

DEPT. OF PUBLIC WORKS
NUNAVUT - 'LEAN' OPERATIONS DIVISION





DEPARTMENT OF RENEWABLE RESOURCES

A. THE CURRENT ORGANIZATION

1. Summary

The Department of Renewable Resources is responsible for the following: the development of systems that will ensure perpetual stocks of wildlife in numbers that can be sustained within their habitat; identifying habitat and changes that are critical to the production and survival of various wildlife species; providing information about habitat to influence land use control; conducting research with a view to ensuring long term management of wildlife; providing a technical and co-ordination focus for reviews of major non-renewable resource developments; and protecting the environment of the N.W.T. by controlling pollution. The Department also provides administrative support to the Science Advisory Board and the N.W.T. Water Board.

Headquarters organization charts identify 61 person years in the Department (3.0 person years are Yellowknife area staff) while according to the Main Estimates 83/84, there are 75.5 person years in the regional and area offices.

2. Headquarters Activities

a) The Directorate - leads the Department as a whole; however, its major workload relates to functions at headquarters:

- i) Provides policy, direction and co-ordination.
- ii) Provides information and advice to the Executive Committee and Legislative Assembly.
- iii) Financial and Administrative support to the Department.
- iv) Maintenance of staffing systems including training.
- v) Liaison with other departments and jurisdictions.

The Executive Secretary to the Science Advisory Board is included in the Directorate.

b) Wildlife Management Division - sub-divided into the following three areas of responsibility:

- i) Wildlife Management - overall, responsible for systems that will ensure perpetual stocks of wildlife in numbers that can be sustained within their habitat. This includes programs of:

- Wildlife inventories.
- Assessment of habitat.
- Studies of controlling influences.
- Collection of harvest date.
- Setting of quotas.
- Minimizing conflicts between wildlife and industry.
- Providing advice and controls for commercialization of wildlife.
- Developing and assessing wildlife management plans.
- Providing input to interjurisdictional or international wildlife problems.
- Answering public enquiries regarding wildlife.

ii) Habitat Management - includes the following functions:

- Identifying habitat that is critical to the production and survival of various wildlife species.
- Carrying out studies to determine the effects of various changes to wildlife habitat (eg. pollution, forest fires).
- Providing advice on habitat to jurisdictions, controlling land use activities.

- Undertaking studies designed to reduce the conflicts between man and wildlife.

iii) Research section - conducts research on problems that must be solved to ensure long management of wildlife such as wildlife survey techniques, reproductive factors and industrial influences.

c) Field Services Division - created in April 1983, from existing sections of wildlife services, the function of this division is to provide advice and support to the entire Department. The division provides program development, delivery and assessment in areas such as conservation education, regulations and enforcement, resource development (in the area of assistance programs to resource harvesters) and administration of licenses, field reports, uniforms and supplies.

d) Environmental Planning and Assessment Division - created in the fall of 1981, this division serves as the co-ordinator of the Territorial Government's technical contribution to land use planning. Specifically, this division:

- i) assists the Department in long-range strategic planning;
- ii) carries out program assessment and review programs;
- iii) provides the Department and Executive with

- information and advice that can be used
in reacting to large industrial projects;
- iv) Provides interventions in environmental
hearings.

e) Pollution Control Division - responsible for
protecting the environment of the N.W.T. by controlling
pollution through a sound prevention, monitoring and enforce-
ment program. This division is specifically concerned with:

- i) Oil spills and clean up;
- ii) Transport and storage of dangerous
chemicals;
- iii) Use of pesticides;
- iv) Disposal of dangerous goods.

The position of the secretary to the N.W.T. Water
Board is included under this division.

3. Regional Activities

Few of the headquarters activities listed above are
represented directly in the regional operations with the
exception of Wildlife Management Services and the Directorate.

Each region has a superintendent, with administrative
and support staff, to provide the functions of a directorate.
Other than these, most regional staff are Wildlife Officers,
although they do administer and deliver all programs of the

department in the field.

Local programs are developed to suit the needs of the region or area and territorial programs are adjusted for the same reasons.

The regional charts for the Department of Renewable Resources are presented as is (see figures 8.2 - 8.4 Pages 301 - 303). The assumption in this paper is that regional functions will not change.

B. POST-DIVISION OPTION: DEPARTMENT OF RENEWABLE RESOURCES

1. General Considerations

a) Organizational structure - post land claims - given the nature of the Department of Renewable Resources, this Department is particularly sensitive to organizational changes in a post land claims environment. However, until such time as these changes occur, the assumption here is that functions and structures of an eastern arctic Department of Renewable Resources will be similar to the current system, subject to Nunavut-specific factors.

b) Staffing - although the Department of Renewable Resources has a high percentage of native northern staff, many of these positions are at the Wildlife Officer I or II level in the eastern arctic. Thus, according to senior officials

in Renewable Resources, the assumption that this Department can be "indigenized" at the headquarters level more so than other departments, is not valid. Moreover, as regional personnel are "generalists", staffing a headquarters will be even more difficult, as many HQ functions are highly specialized.

c) Core program activities within the Department of Renewable Resources are Wildlife Management and Pollution Control. The size of the Wildlife Division is not influenced as much by the population of a territory, as it is by the number of animal species being protected and managed. For this reason, this division will be particularly affected by the eventual decision as to the boundary of Nunavut. For example, if the C.O.P.E. region becomes part of Nunavut, this will increase the number and type of specialists needed at the headquarters level in Nunavut.

The Pollution Control Division in Nunavut will be sensitive to the size and type of industrial activity in the territory being administered. This size of this division is currently very small - with a Chief, a Pollution Control technician and an environmental engineer. (The position of secretary to the N.W.T. Water Board is also included within this division.) Thus, its size in a new territory could be reduced much below its current person years.

d) Program support activities are located within the

Field Service Division, Environmental Planning and Assessment, and the Directorate, with its finance and administration component. These are support activities in that each supports the program activities of the two core divisions and the regional offices through offering a planning and research capacity, as well as administrative support.

The eventual size of the Directorate will be proportional to the size of the Department as a whole. With a smaller department in Nunavut, the position of Assistant Deputy Minister could be eliminated as the span of control and chain of command would be similar. The finance and administration component, already very small, could be further reduced in Nunavut by perhaps a person year, however, its size could not be substantially cut below its current py establishment for reasons of diseconomies of scale.

The Field Services and Environmental Planning and Assessment divisions are more difficult to assess with regard to Nunavut-specific factors. Field Services Provides program development, delivery and assessment and its size in Nunavut will likely depend on the priority decision makers place upon program planning and development at the headquarters rather than regional level. Generally, the size of this division will be proportional to the size of the department (regional & HQ personnel) as well as sensitive to the complexity of tasks performed in a Nunavut Department of Renewable Resources.

Environmental Planning & Assessment, concerned with land use planning, will be sensitive to both the type of industrial/commercial activity in Nunavut as well as the eventual structure established for land use planning. However, given that functions and structures will be similar in Nunavut vis-a-vis the N.W.T., the size of this division should be at least 1/2 of its current size (10 py's) to reflect the reduced level of industrial activity and land use planning needs.

2. HQ Nunavut: Department of Renewable Resources

The charts presented for a headquarters Department of Renewable Resources in Nunavut are models partially distilled from a draft report prepared for this Sub-Committee by senior officials in Yellowknife (see attachment 8(A))* . As well as describing the functions of headquarters division, this report begins departmental work on the post-division territories by examining person years and budgets transferable to Nunavut.

However, there will obviously be a need for more person years than the nine that headquarters officials have identified as transferable. The charts presented here (see Figures 8.5- 8.9) show a total of 38 person years for a headquarters component of Renewable Resources in Nunavut - a reduction of approximately 50% from the current py

* See Appendix C.

establishment. The charts show a similar distribution of functions as currently exist, with the exception that there is no provision for an executive secretary to the N.W.T. Science Advisory Board. (See attachment 8(A)*- Science Advisory Board to be shared with Nunavut.)

The position of Assistant Deputy Minister has been eliminated, as the span of control under this new model would be five ,with only 38 total employees.

Conceivably, this Nunavut model could be leaned down even further, although charts have not been presented to reflect a leaner version. In a smaller territory, decentralization of certain responsibilities to the regional offices and field workers might occur more readily than it might now, thus reducing H.Q.size. Other factors might also be considered, however, as already stated, this model focuses on scaling down headquarters Yellowknife to a size necessary in Nunavut. Variations upon this model will be presented in a further report.(See Section IV)

* See Appendix C.

FIGURE 8.1

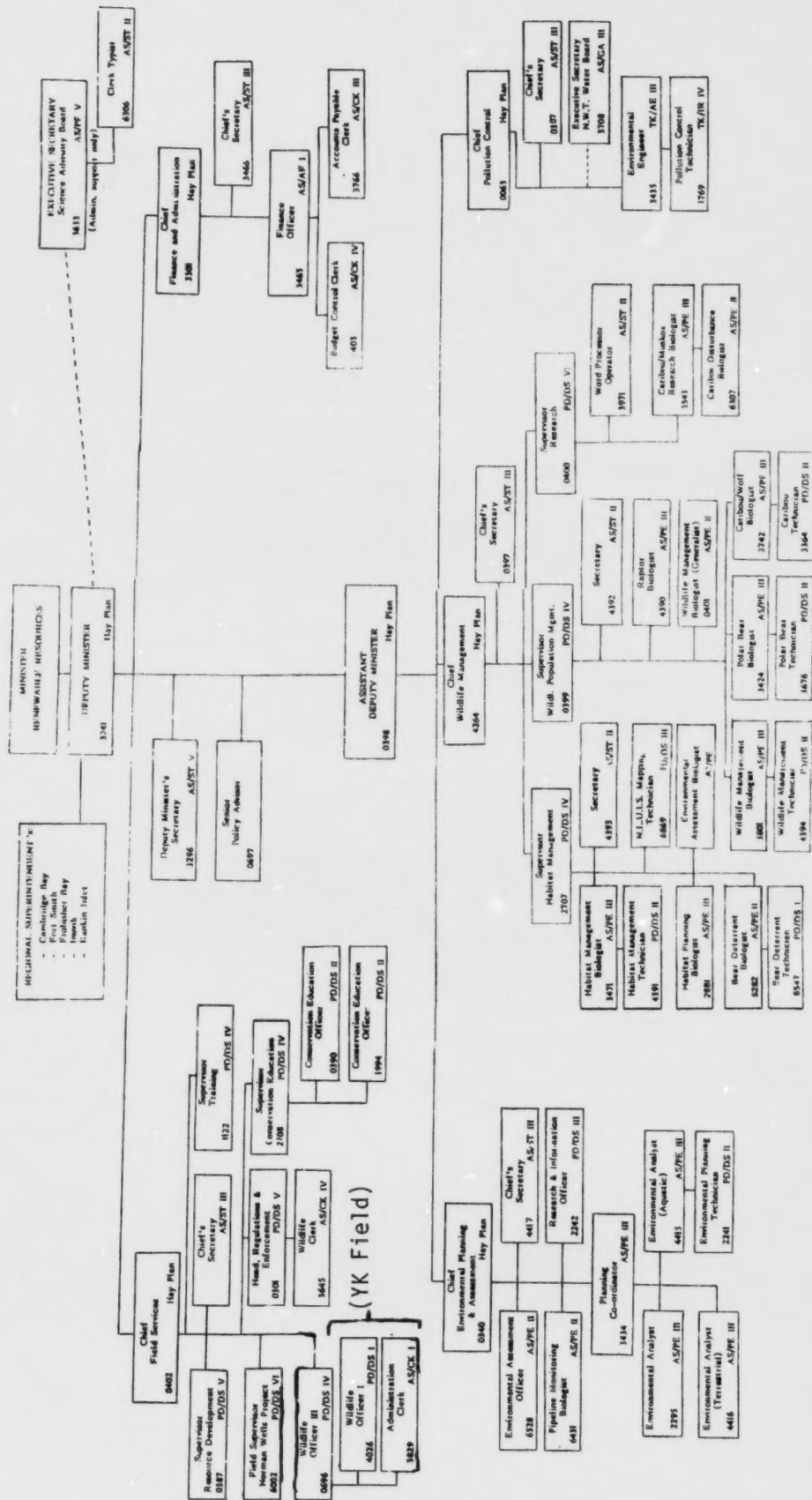
DEPARTMENT OF RENEWABLE RESOURCES
HEADQUARTERS

FIGURE 8.2

DEPARTMENT OF RENEWABLE RESOURCES
KITIKMEOT REGION

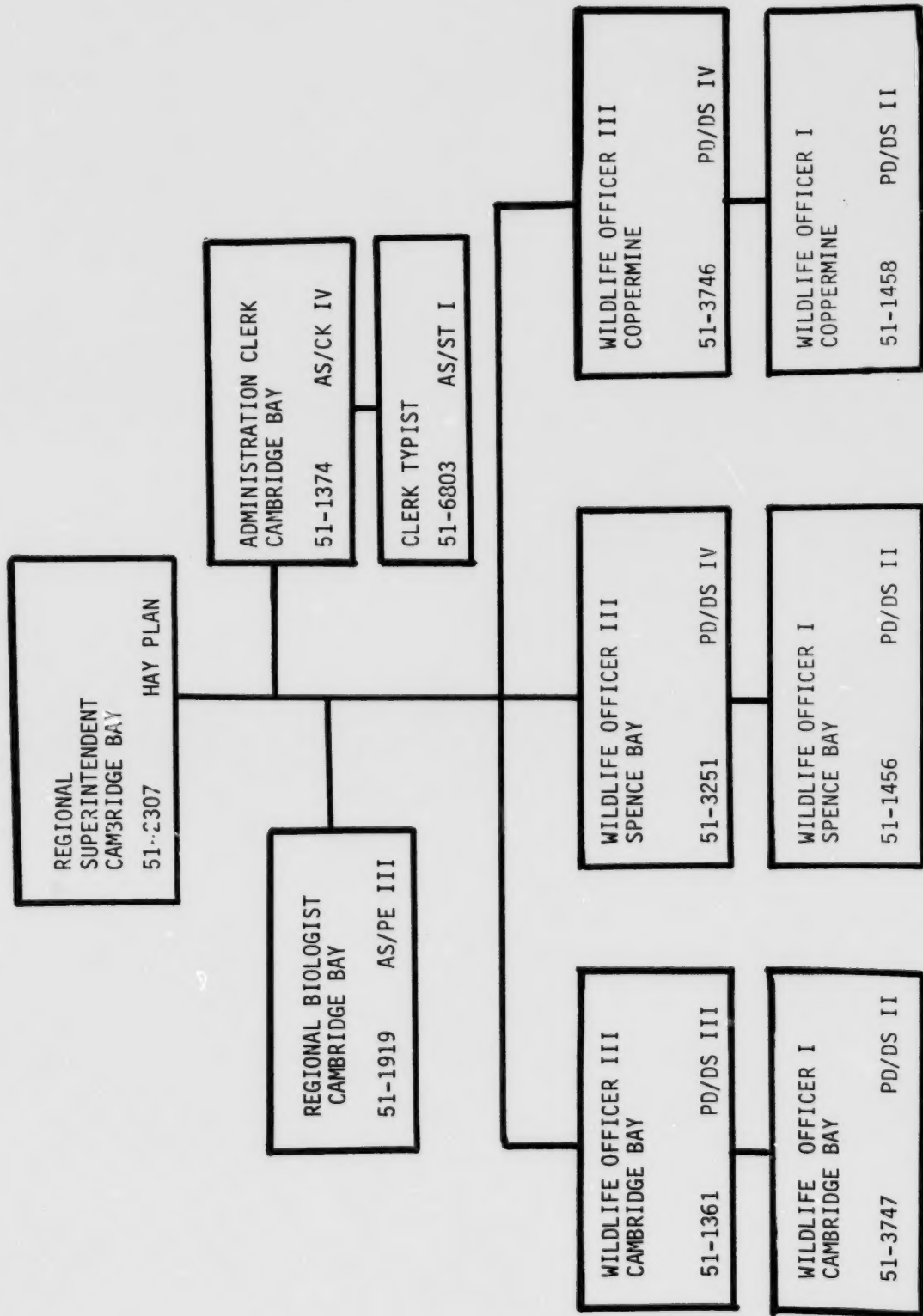


FIGURE 3.3

DEPARTMENT OF RENEWABLE RESOURCES
KEEWATIN REGION

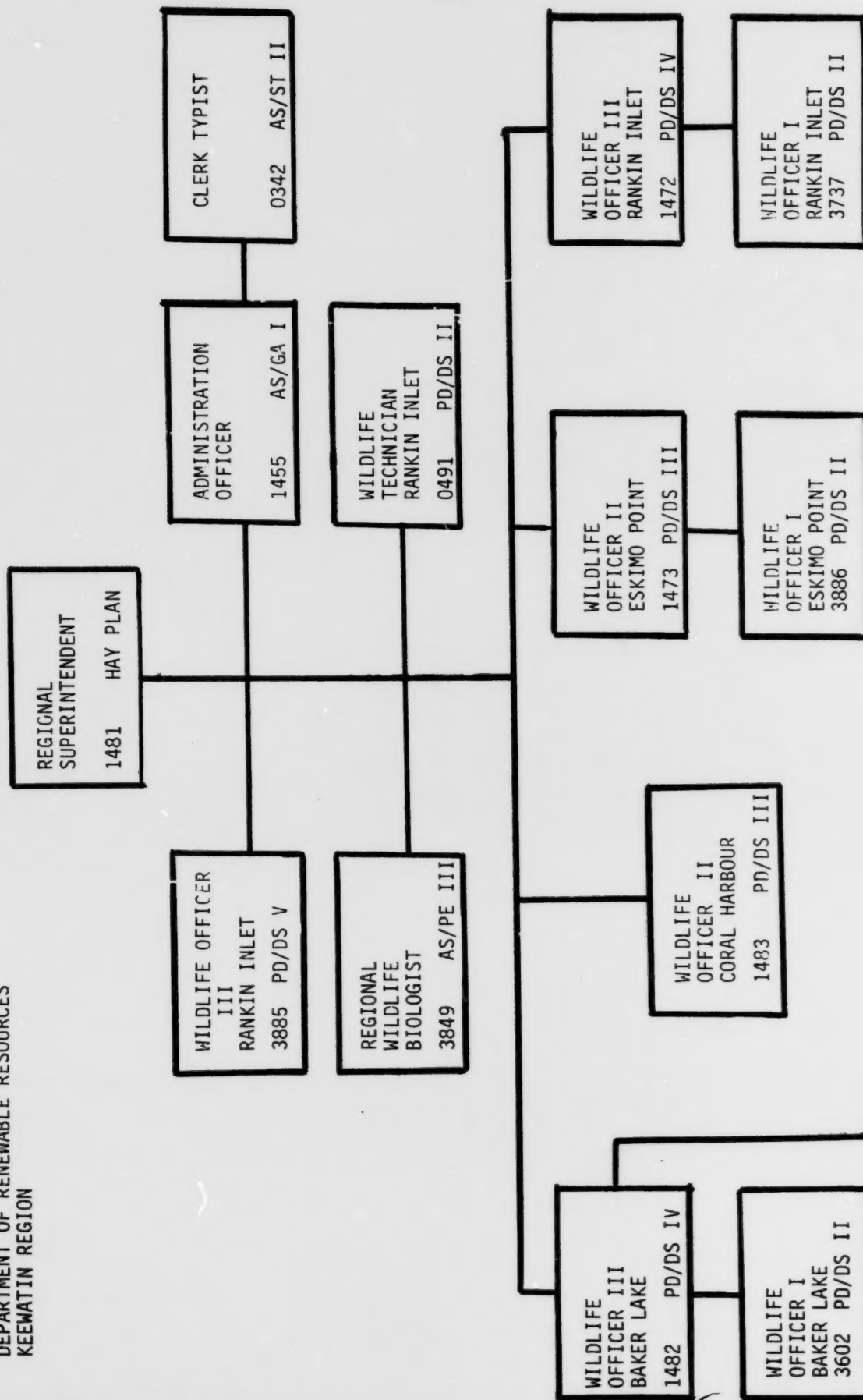


FIGURE 8.4

DEPARTMENT OF RENEWABLE RESOURCES
BAFFIN REGION

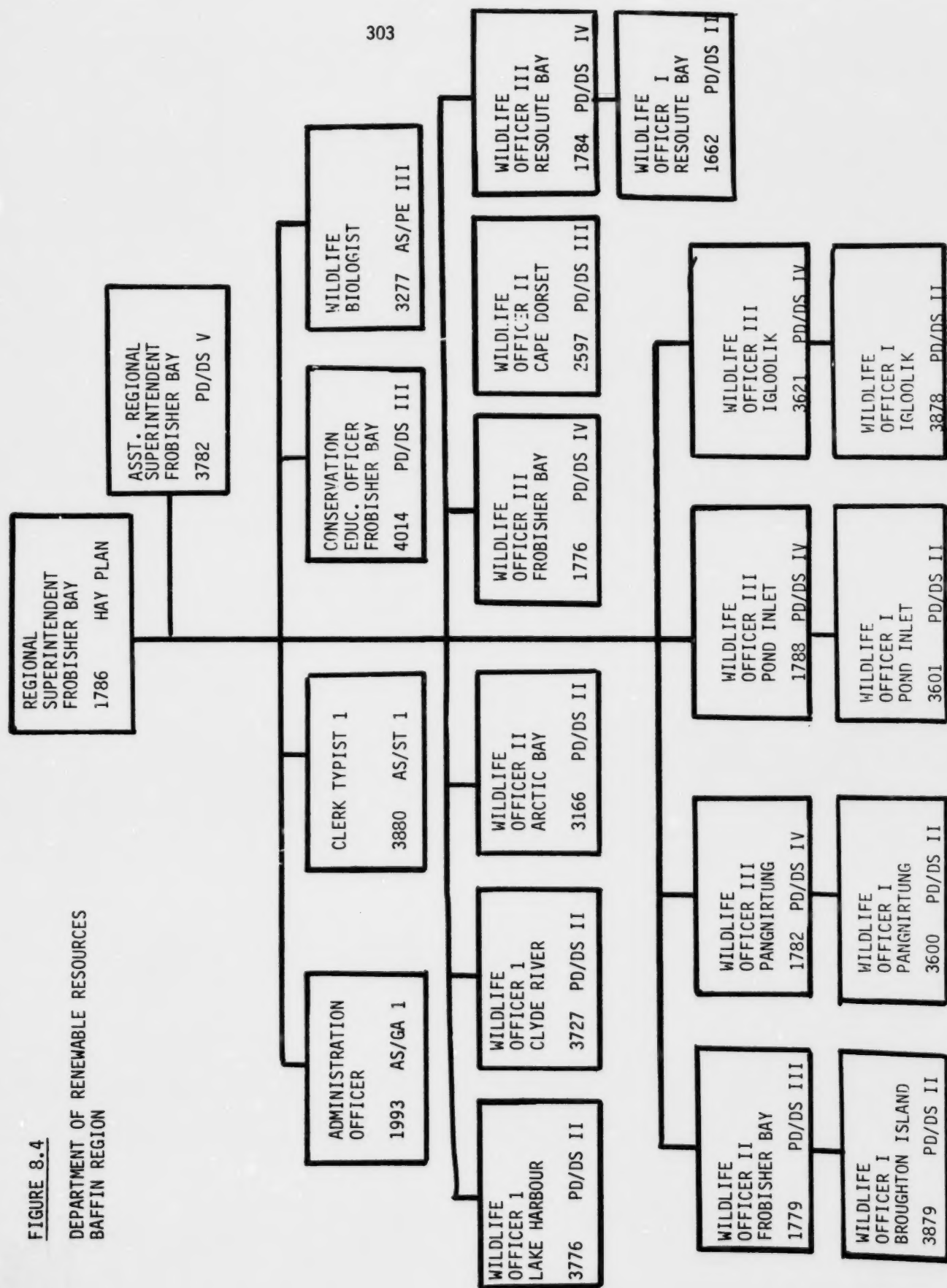


FIGURE 8.5

DEPARTMENT OF RENEWABLE RESOURCES - NUNAVUT
HEADQUARTERS/SUMMARY & DIRECTORATE

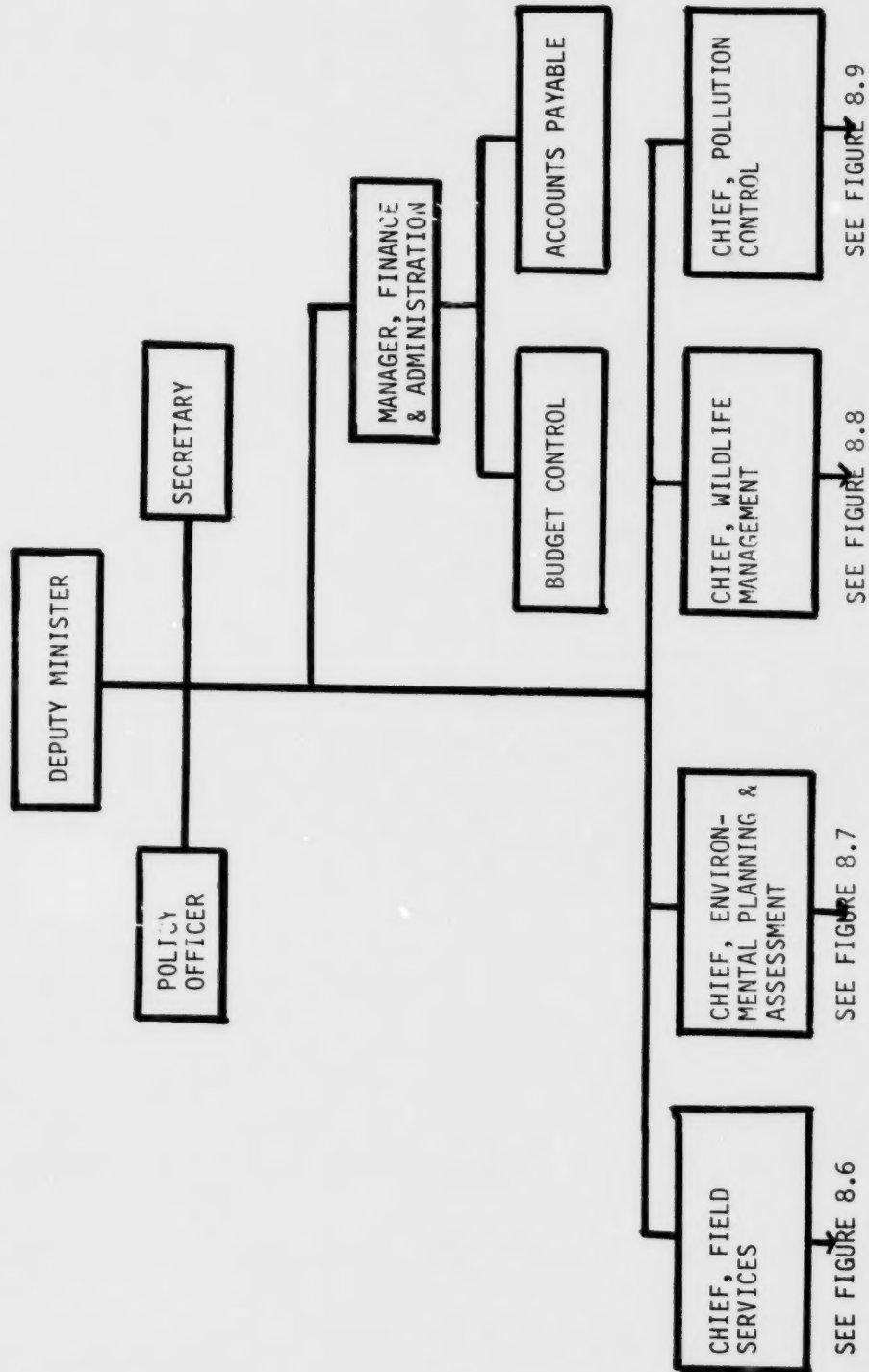


FIGURE 8.6

DEPARTMENT OF RENEWABLE RESOURCES - NUNAVUT
HEADQUARTERS/DIVISION OF FIELD SERVICES

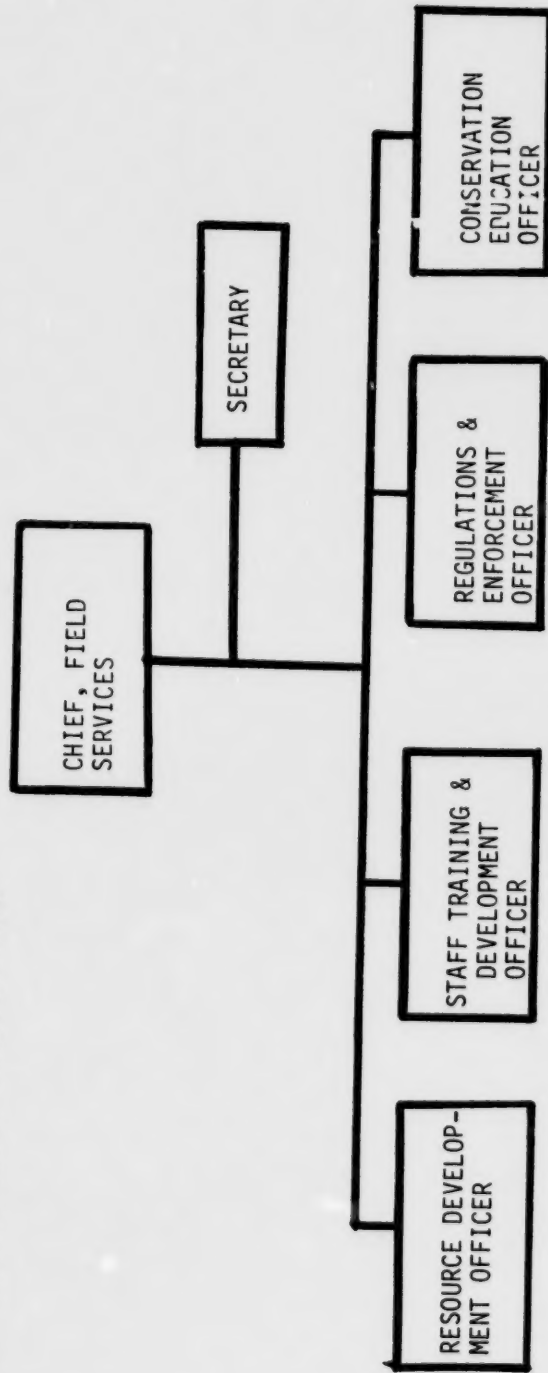


FIGURE 8.7

DEPARTMENT OF RENEWABLE RESOURCES - NUNAVUT
HEADQUARTERS/DIVISION OF ENVIRONMENTAL PLANNING & ASSESSMENT

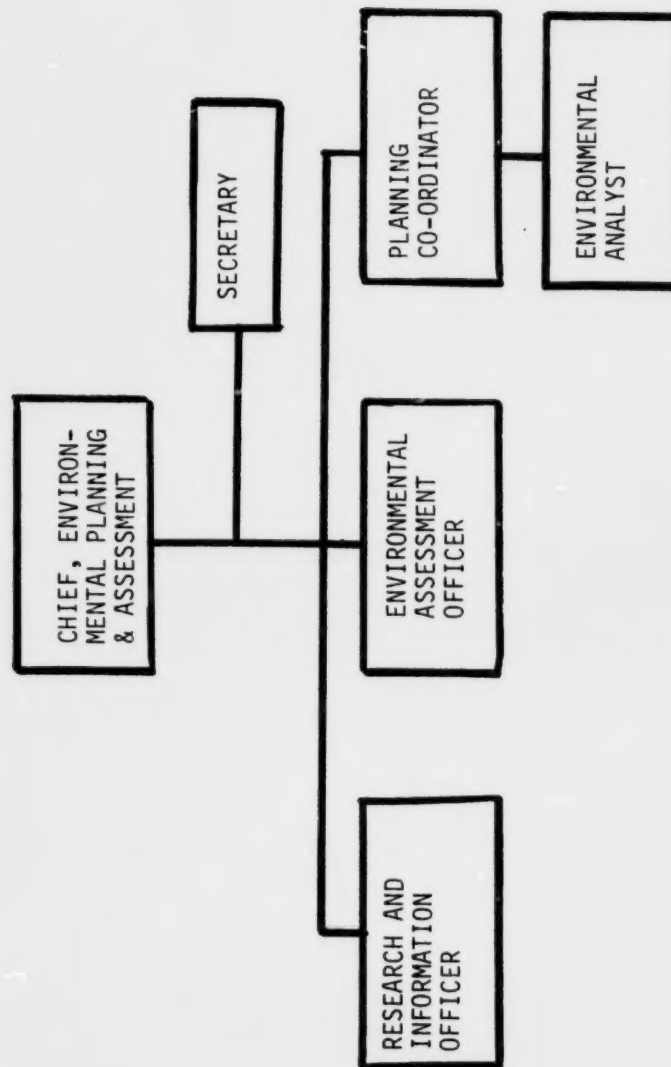


FIGURE 8.8

DEPARTMENT OF RENEWABLE RESOURCES - NUNAVUT
HEADQUARTERS/DIVISION OF WILDLIFE MANAGEMENT

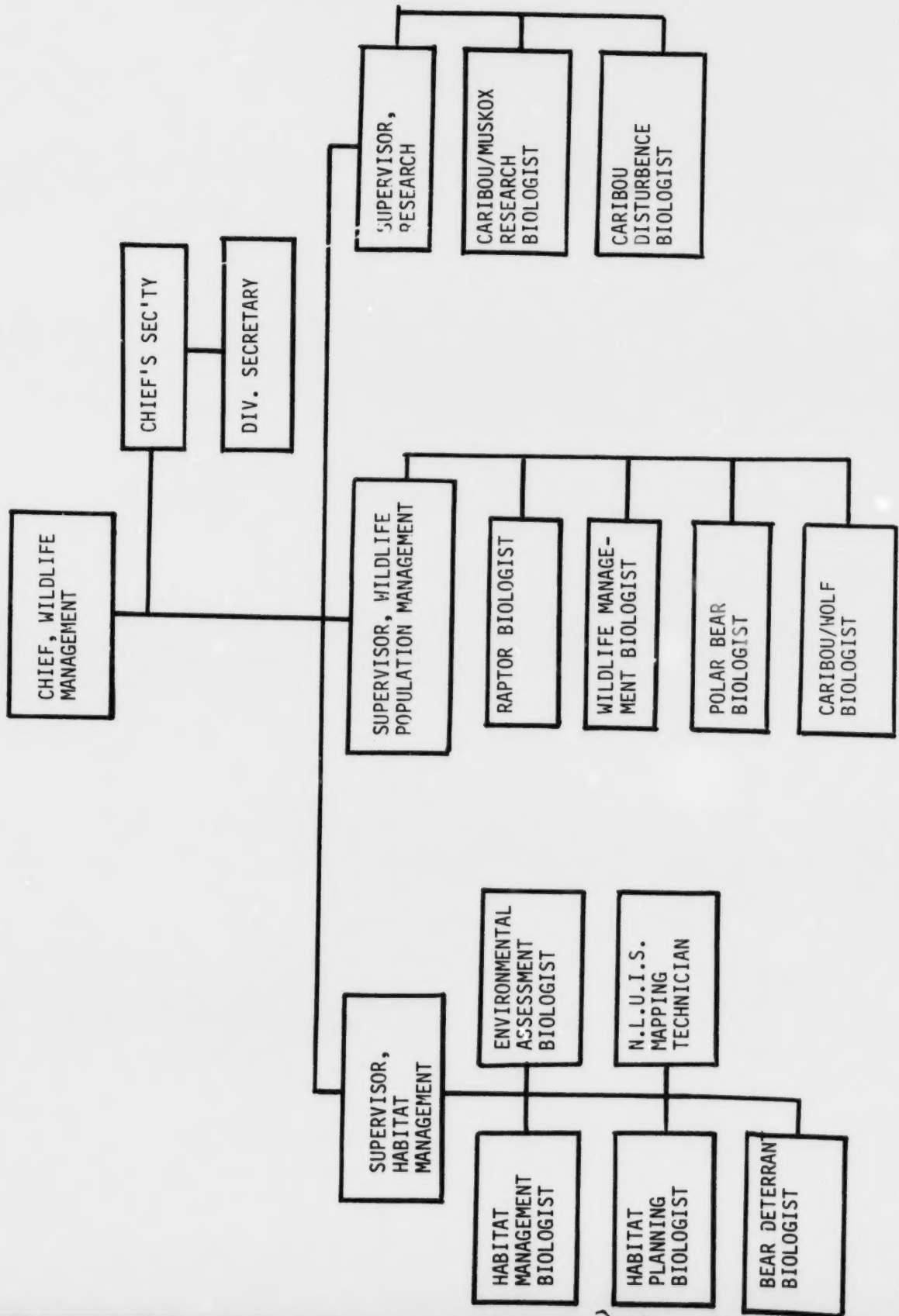
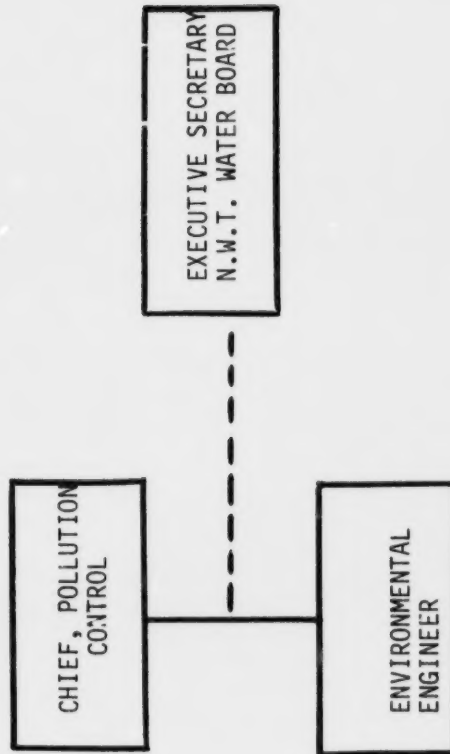


FIGURE 8.9

DEPARTMENT OF RENEWABLE RESOURCES - NUNAVUT
HEADQUARTERS/DIVISION OF POLLUTION CONTROL





DEPARTMENT OF SOCIAL SERVICES

A. THE CURRENT SITUATION

1. Summary

The Department of Social Services is responsible for delivering a wide range of programs to the people of the N.W.T.. The basic thrust of these programs is to improve or maintain the overall well being of individuals and families. The activities of the Department include the provision of child welfare services, programs for the aged and handicapped, an alcohol and drug abuse program, and the provision of financial assistance to the needy. The Department is also responsible for correctional programs in the N.W.T. including the operation of correctional centres and a community corrections program. The Department has a total of 327.7 person years, (1983-84 Estimates 27.7 of which are casual employees). While according to the Estimates 160.6 person years are in headquarters, this figure is misleading for it includes the personnel in the Yellowknife Correctional Centre and the Yellowknife District Office. If these employees are subtracted, the headquarters component of the Department of Social Services is 30 positions.

2. Headquarters Activities

a) The Social Services Program Division is responsible for the development and co-ordination of four basic program areas mandated to the Department:

- i) The Superintendent of Child Welfare is responsible for the care and/or custody of children committed under the Child Welfare and Juvenile Delinquents Ordinances.
- ii) The Co-ordinator of the Alcohol and Drug Program is responsible for the development and the delivery of programs designed to reduce alcohol and drug abuse and also provides secretariat services to the Alcohol and Drug Co-ordinating Council.
- iii) The Co-ordinator of Aged and Handicapped Program is responsible for the development and delivery of services to the handicapped and the aged and is also involved in the planning of facilities.
- iv) The Co-ordinator of the Financial Assistance Program is responsible for territorial social assistance services as well as for supplementary benefits paid to recipients of federally sponsored welfare programs.

b) The Corrections Service is almost entirely decentralized. The only headquarters function is that of the Chief of the service whose responsibilities are, as one might expect, to co-ordinate the operation of the correctional centres. He has direct responsibility for the three correctional centres in the west (Yellowknife Correctional Centre, South Mackenzie Correctional Centre, and the Women's Correctional Centre in Fort Smith) but the Baffin Correctional Centre in Frobisher Bay is run out of regional office.

c) The Finance and Administration Division, as might be expected, provides financial and administrative support services for headquarters and co-ordination of the regional administrative support units of the Department.

d) There is a small policy and planning branch, a Senior Program Evaluation Officer and a four man Staff Training and Development unit. These activities are pretty much self-explanatory.

3. Regional Operations

The actual operations of the Department of Social Services are based in the various regions of the N.W.T.. These regional components of the department function virtually autonomously and the Department has a representative in almost all communities in the territory. What is significant about

the program delivery activities of this Department is that virtually all of the field personnel have responsibilities for the full range of programs administered by the Department. There are very few specialists in the field, and this is even more pronounced in the three Nunavut regions.

There is a generalist Community Social Service Worker in most of the communities in the eastern arctic, and in the few very small settlements where the department is not represented, the social services programs are delivered by the representatives of the Executive (E.S.O.'s, G.L.O.'s and F.S.O.'s). Community Social Service Worker's also bear the responsibility for community corrections programs where they are in operation.

The regional offices each have administrative support personnel attached to the Regional Superintendent.

The charts for the regional components of the Department of Social Services are self-explanatory and with respect to the regional offices of the Baffin, Keewatin and Kitikmeot, these charts will not require significant adjustments for the immediate post division period in Nunavut (See charts 9.3 - 9.9 Pages 322 - 327)

B. POST DIVISION OPTIONS: THE DEPARTMENT OF SOCIAL SERVICES

1. General Considerations

a) The core program activities of the Department of Social Services are Child Welfare, Aged and Handicapped, Alcohol and Drug Abuse and Financial Assistance, all of which are implemented in the regions and co-ordinated by the Social Services Division in headquarters. The headquarters component of this set of program activities is already fairly small relative to the regional component.

Although the person year requirements for implementing such programs are population sensitive, the baseline for the headquarters component is one person year for each of the four program activities in the division. The level of specialization required in these areas is such that it is not feasible to assign, for instance, the headquarters tasks related to the Child Welfare and Financial Assistance activities to a single officer because the skills required are quite different. Thus, the size of the headquarters component of this division in Nunavut will be proportional basically to the population of Nunavut, with the qualification that there must be at least one specialist in each of the core program areas.

b) The only activity of the Department of Social

Services which could be classed as ancillary is the management of the correctional institutions in the territories, although because the Community Social Service Workers are generalists and do become involved in Community Corrections programs there is a justification for placing the responsibility of the correctional centres in this department. On the other hand, the running of prisons is not normally viewed as a part of the social welfare function in other jurisdictions. With respect to the person year requirements for Nunavut in this program area, the only 'Nunavut specific' feature is the fact that but one of the four N.W..T Correctional Centres (the B.C.C.) is in Nunavut and it is unique among the territorial institutions in that it is run directly through the regional office and not from headquarters. In the current structure there are only two officers in the headquarters component of the Department of Social Services. Thus, if the headquarters component in Nunavut is to be proportional to the number of prisons to be managed in the eastern territory, at the time of division the Department of Social Services in Nunavut will require no more than one person year to perform this function.

c) The program support activities of the department are rather haphazardly spread out among four small divisions at headquarters. These range in size from Program Evaluation and Information Systems which has a 'Chief' but no subordinates to Finance and Administration which has 8 positions. Policy and Planning has three person years and

Staff Development and Training has four. All of these functions, while necessary, are generally sensitive to the size in terms of person years of the Department and, thus, for Nunavut will be proportional to the reduced person year component of the Department of Social Services in the eastern territory. The only 'Nunavut specific' factor here is, as with most of the program departments, the increased need for a training capacity in the post division territories.

2. The Department of Social Services: HQ Nunavut

In the current Department of Social Services the headquarters personnel (excluding the Yellowknife District Office and the Correctional Centres) are approximately 11% of the operational personnel. If this ratio is maintained, given the continuation of current operational person years in Nunavut, the Nunavut headquarters component in this department would be roughly seven person years. As can be seen from Chart 9.10 Page 328, we have recommended a significantly larger headquarters unit for the eastern territory (18 person years). The reasons for this are as follows:

a) The program personnel in the social services division must be specialized. Given that the four core programs will be retained in Nunavut after division, each must have specialized staff at headquarters for co-ordination and

policy development. Hence, the base line number of person years for this division is also four, while according to our ratio the number would be reduced to less than two.

b) The Staff Development and Training unit cannot be reduced simply according to the proportional reduction in size of the population because it is to be expected that the training function in Nunavut in all departments will be more important than it is today in the N.W.T.

c) The Chief Correctional Officer's position has been retained although he will be responsible for but one Correctional Centre rather than four as is the case at present. The justification for retaining this position is that the Baffin Correctional Centre may be unable to accommodate all of the prisoners in the eastern arctic although a new facility has increased the capacity to 48 beds. (In fact officials argue that all of the correctional centres in the N.W.T. today are seriously overcrowded.) Hence, it will be necessary to plan and co-ordinate the construction and staffing of new institutions in the eastern arctic, and there should be a fairly senior officer on staff to begin that process right from the start. Moreover a policy of shifting the emphasis from institutional to non-institutional correctional programs (such as fines and community service orders) could reduce the pressure on the B.C.C., but perhaps would require a co-ordinator of

community corrections. In the short run, it may be necessary for Nunavut to continue to purchase the services of correctional institutes in the western territory until such time as Nunavut centres can be set up and that process will have to be carefully co-ordinated as well.

d) The Department of Social Services headquarters component in the N.W.T. is "lean" already relative to many other departments.

3. A "Lean" Model

Having recommended a person year establishment for the headquarters Department of Social Services in Nunavut which is significantly greater than proportional to the population of the new territory, we must add that there are ways in which this could conceivably be reduced still further (see Chart 9.11 Page 329) if there is a difficulty in finding qualified staff.

a) The Finance and Administration Division of the Department could likely be reduced by a couple of person years, although this would necessitate personnel being less specialized and more generalist than they are at present.

b) It might be possible for the Chief of the Programs Division to co-ordinate one of the program areas such as Financial Assistance or Alcohol and Drugs as well as

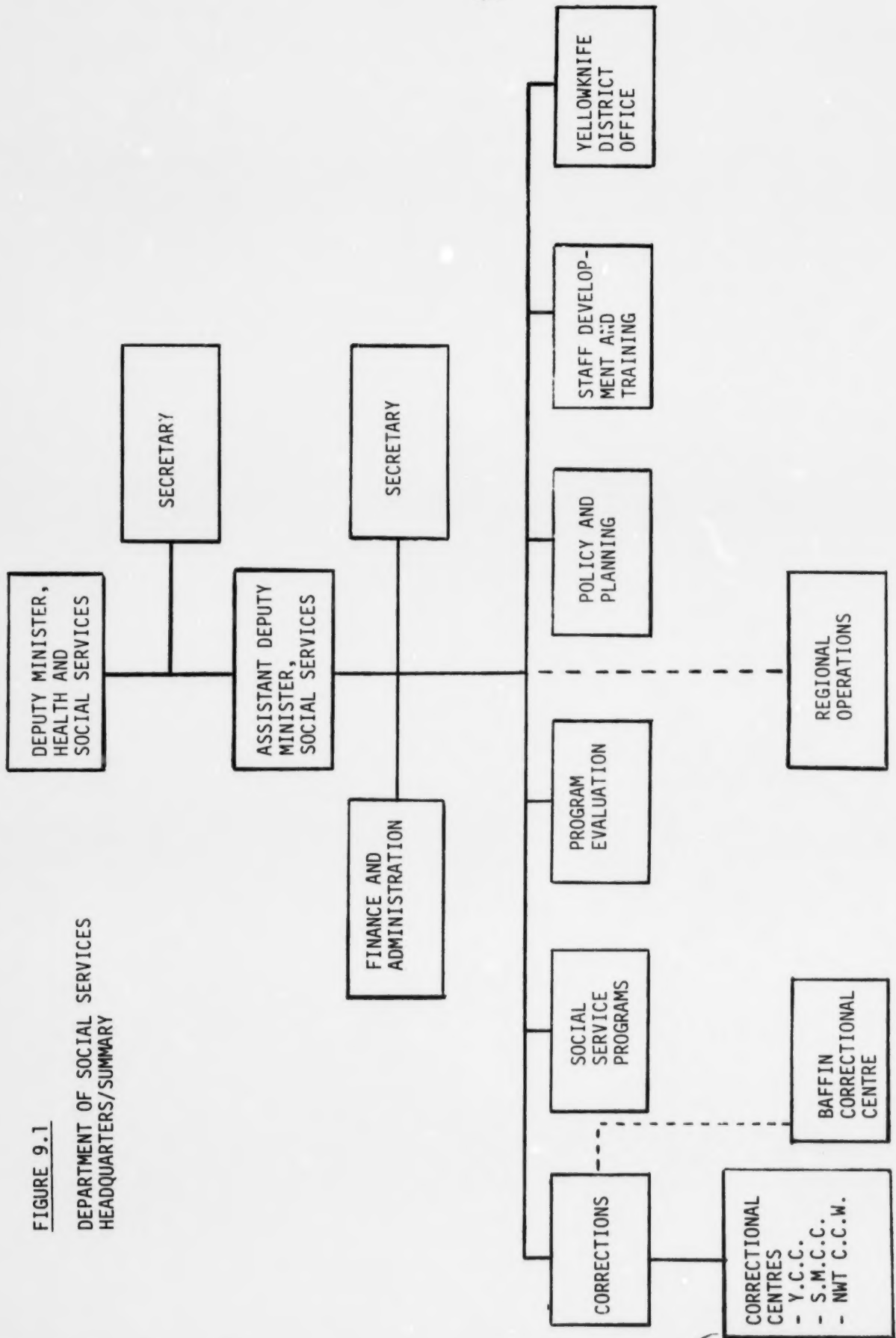
fulfilling his responsibilities as Manager of the Division.

c) While there will be a need ultimately in the area of Correctional Services for some headquarters personnel, in the short run this position might be left either unstaffed or staffed at a more junior level with the program division.

d) Another option which is more radical but will be discussed below in another section of this paper is the potential reorganization of the Department to place the responsibility for correctional facilities in another department.

e) Finally, in a "lean" model for the Department of Social Services in Nunavut, the position of Policy and Planning Officer could be deleted with the responsibility for policy development and program planning falling to the ADM and senior managers.

FIGURE 9.1

DEPARTMENT OF SOCIAL SERVICES
HEADQUARTERS/SUMMARY

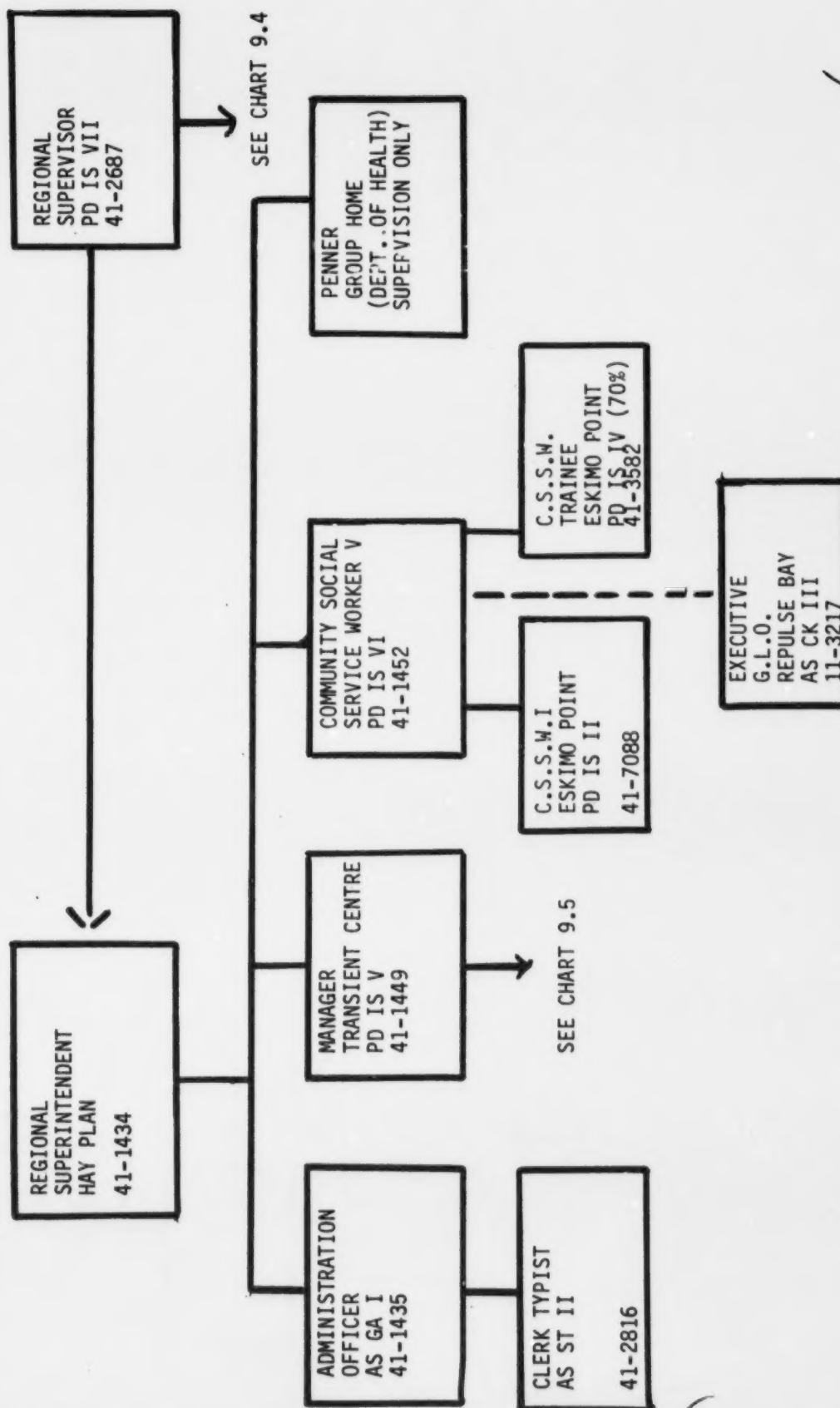
DEPARTMENT OF SOCIAL SERVICES
KEEWATIN REGION

FIGURE 9.4

DEPT. OF SOCIAL SERVICES
KEEWATIN REGION

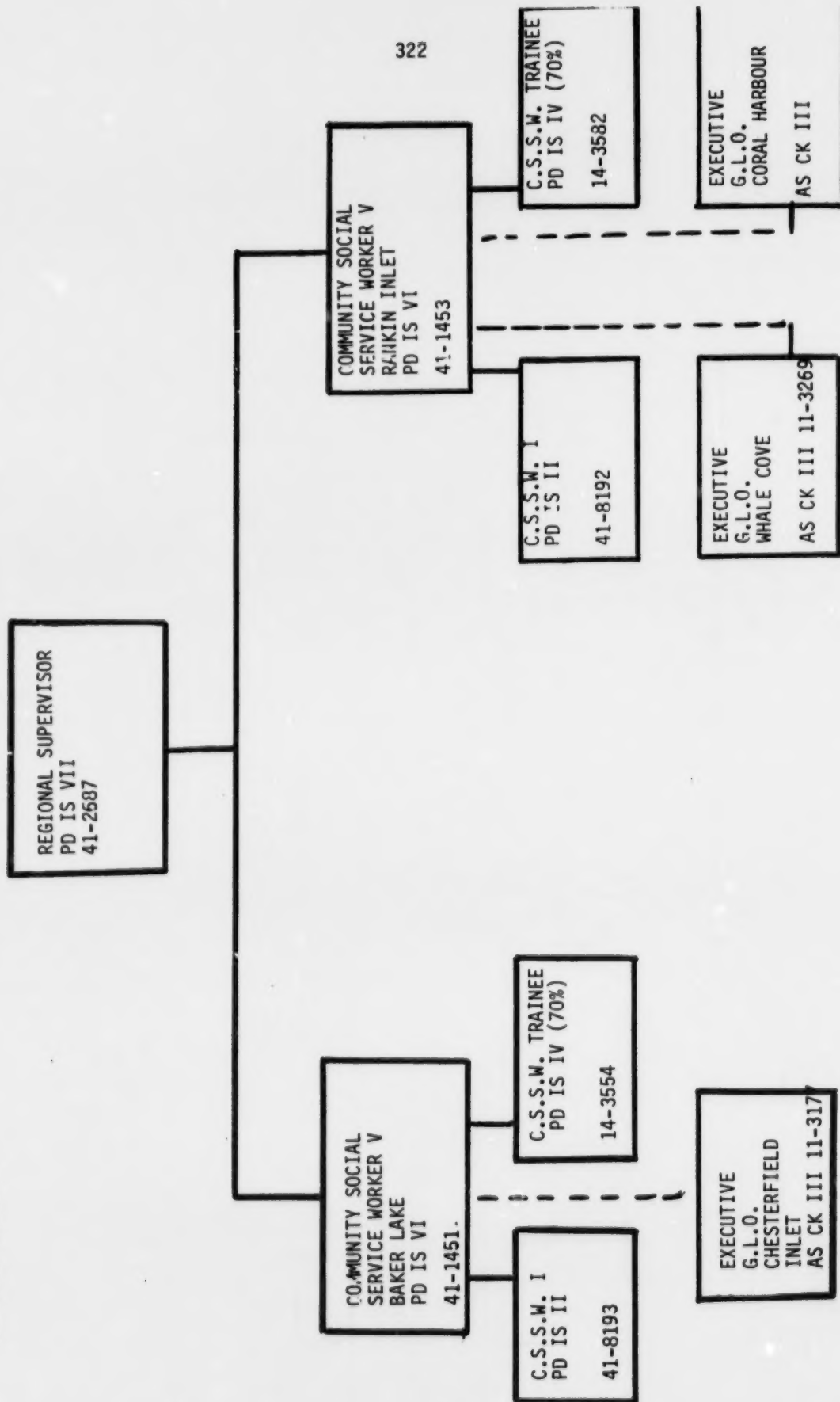


FIGURE 9.5

DEPT. OF SOCIAL SERVICES
KEEWATIN REGION

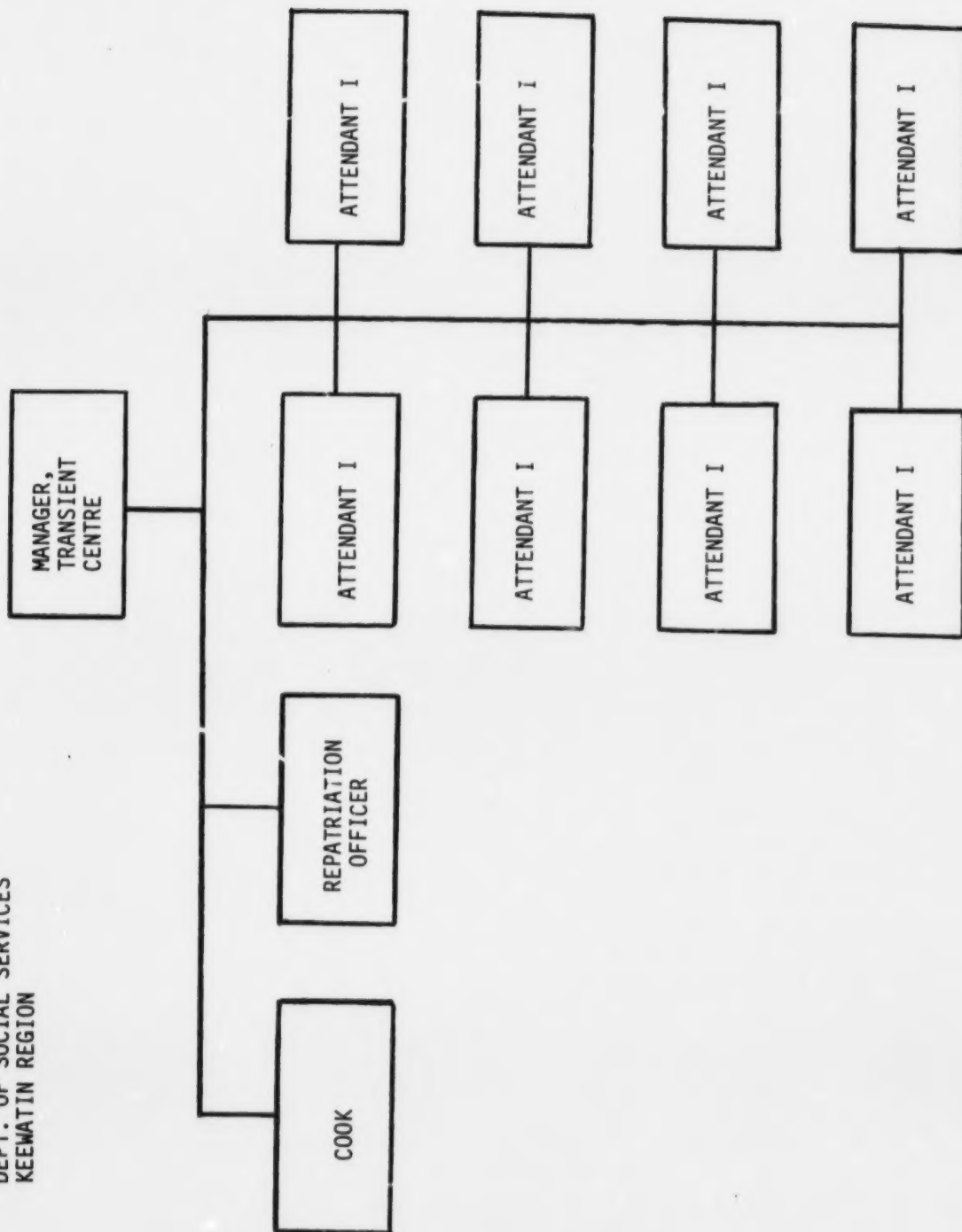


FIGURE 9.6

DEPT. OF SOCIAL SERVICES
KITIKMEOT REGION

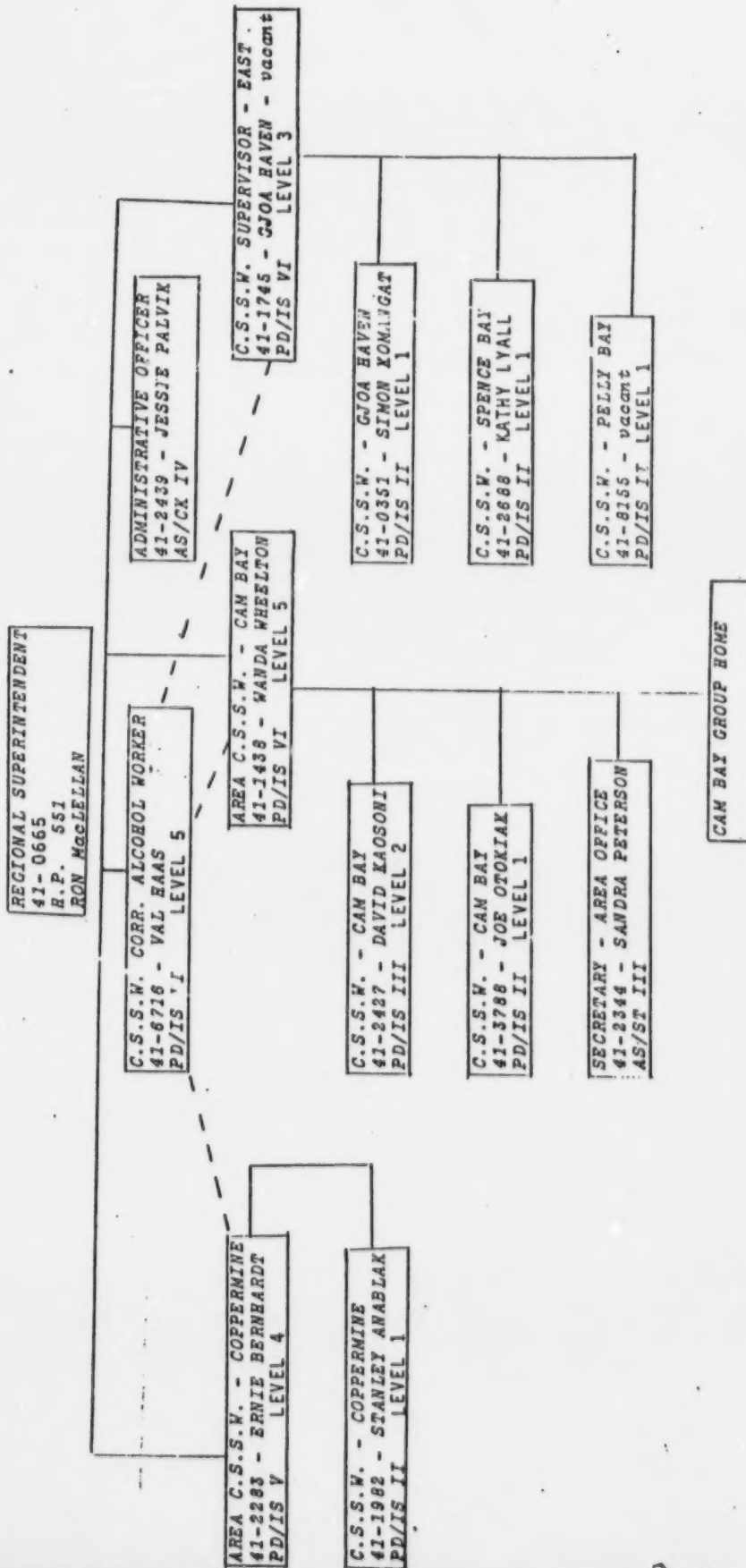


FIGURE 9.7

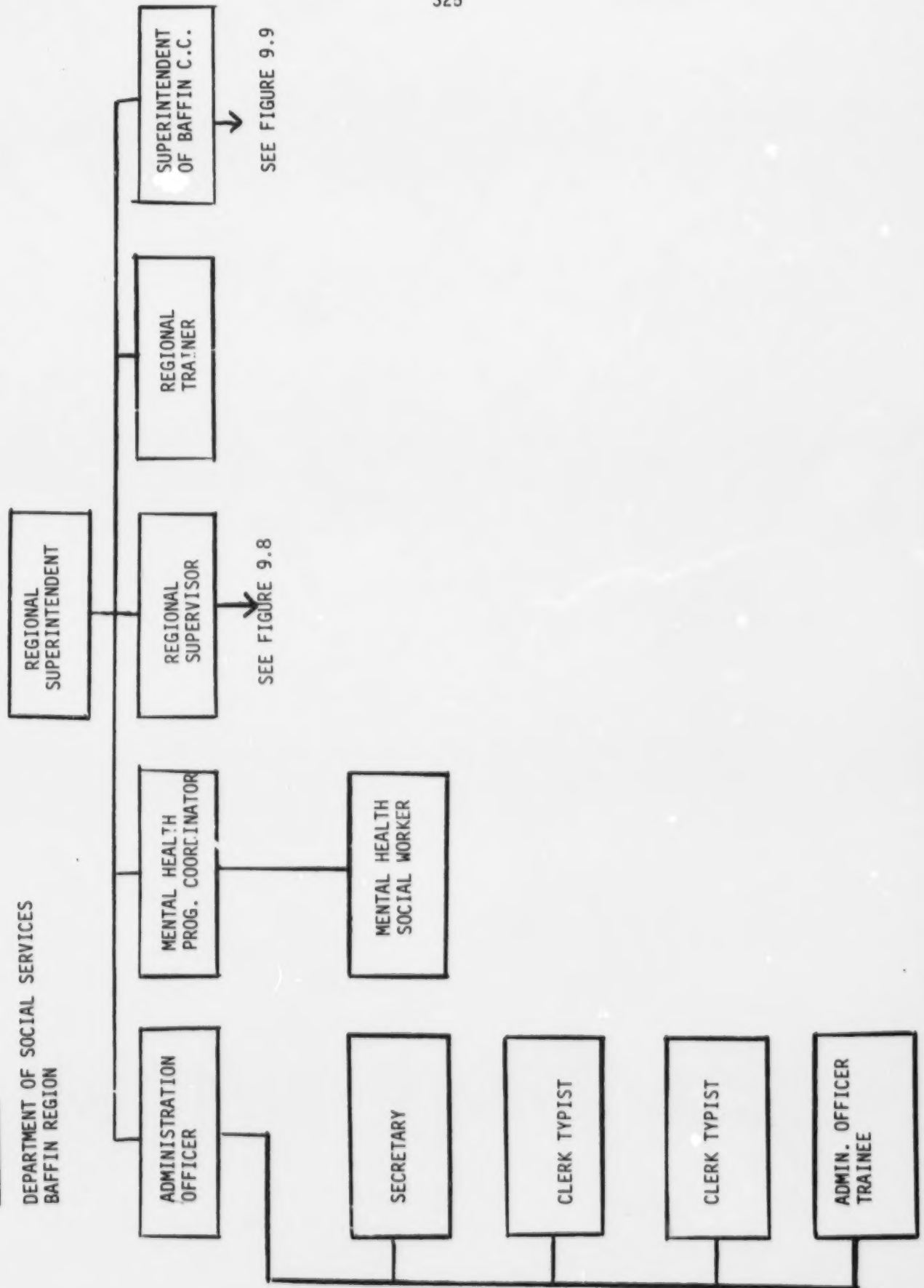
DEPARTMENT OF SOCIAL SERVICES
BAFFIN REGION

FIGURE 9.8

DEPT. OF SOCIAL SERVICES
BAFFIN REGION

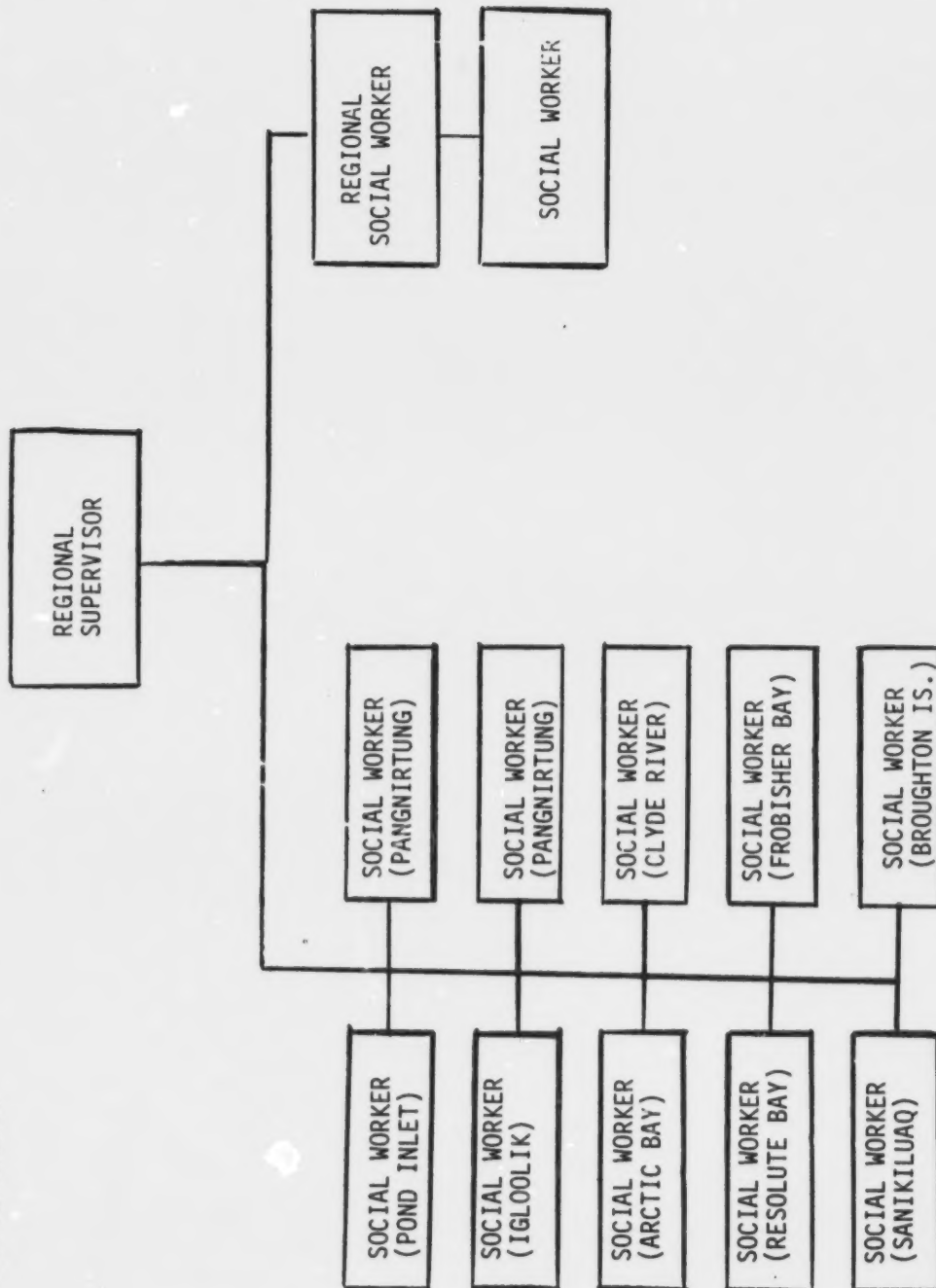


FIGURE 9.9

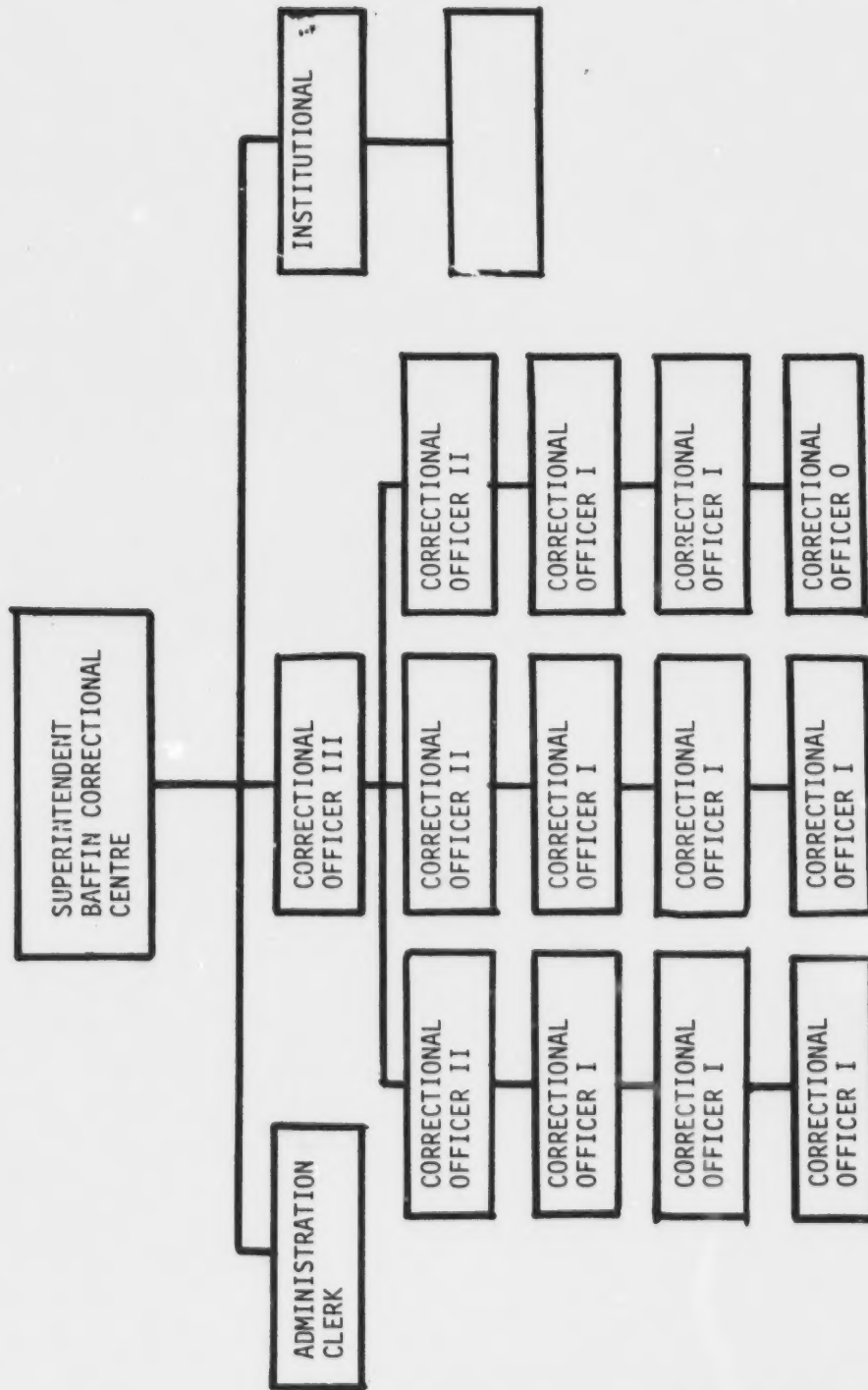
DEPARTMENT OF SOCIAL SERVICES
BAFFIN REGION

FIGURE 9.10

DEPARTMENT OF SOCIAL SERVICES - NUNAVUT
HEADQUARTERS

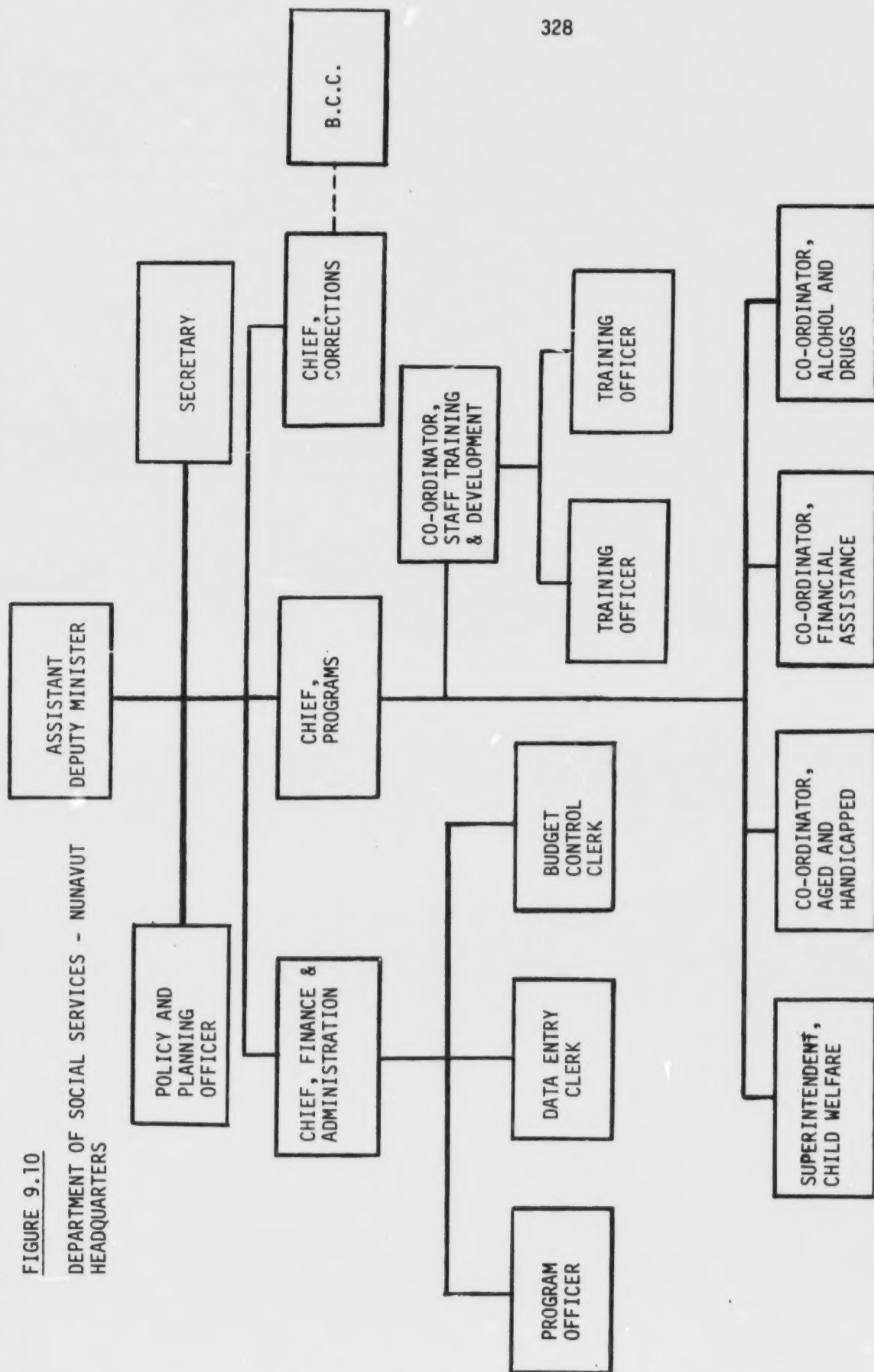
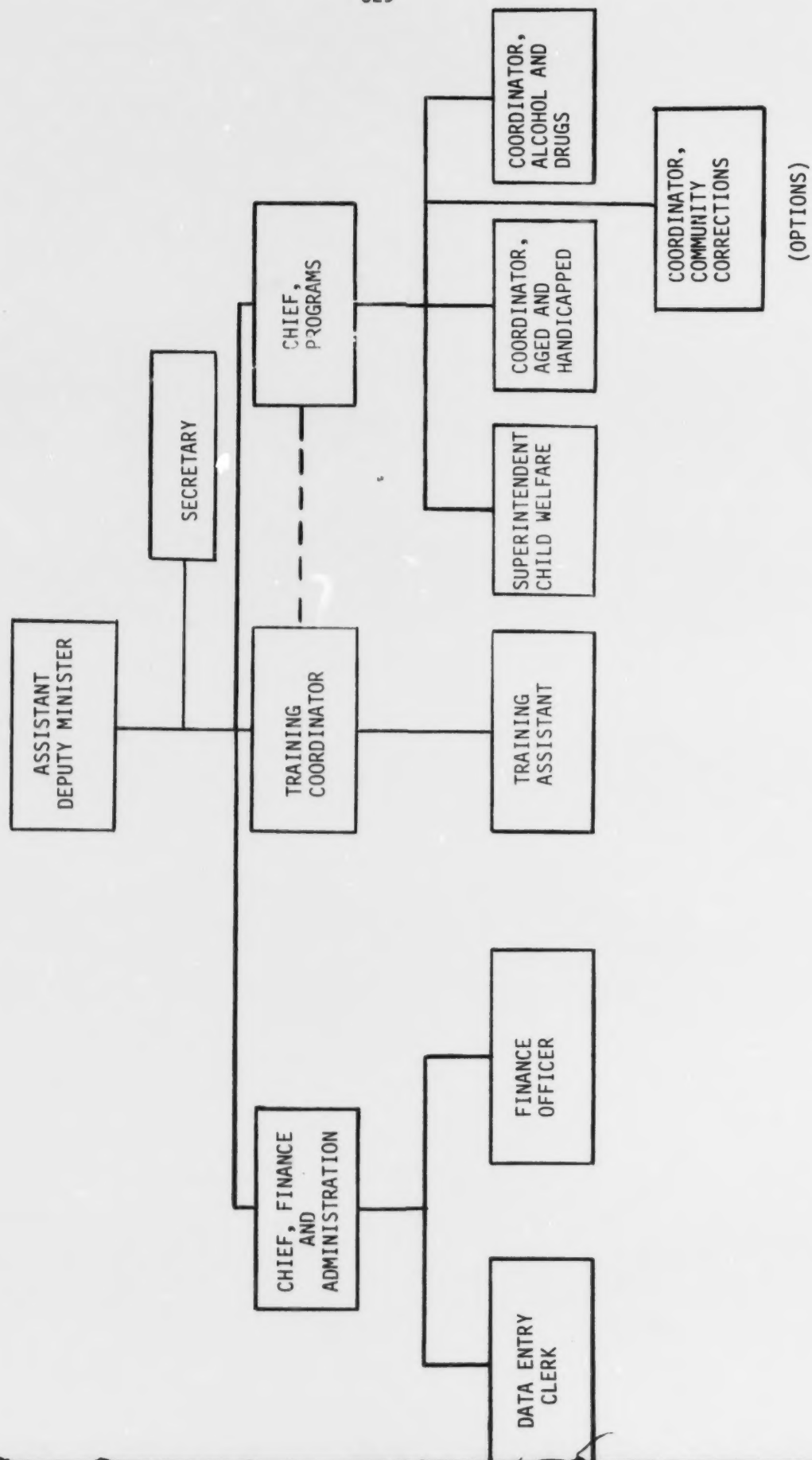


FIGURE 9.11

DEPARTMENT OF SOCIAL SERVICES - NUNAVUT "LEAN"
HEADQUARTERS





SECTION III - (3) SUPPORT DEPARTMENTS

DEPARTMENT OF FINANCE

A. The Current Organization

1. Summary

The Department of Finance provides overall direction to the G.N.W.T. in financial management and control. It provides both financial services and financial systems support to all departments. The department is responsible for the preparation of financial management information and for the preparation of the Public Accounts. The department collects, and disburses government revenue and is responsible for the management of the Territorial Consolidated Revenue Fund.

The Department has a total of 110.5 person years (1983-84 Estimates) of which 62 are in headquarters. The actual employees by activity and location are indicated on Figure 1, which was prepared by departmental officials on January 28, 1983.

Figure 1

Location of 1983-84 Finance Person Years

The following number of employees are located in the community indicated for the 1983-84 fiscal year:

<u>ACTIVITY (TOTAL)</u>	<u>YELLOW- KNIFE</u>	<u>FORT SMITH</u>	<u>INUVIK</u>	<u>FROB- ISHER</u>	<u>CAM- BAY</u>	<u>RANKIN</u>
Administration (18)	4.0	3.0	3.0	3.0	2.0	3.0
Treasury (35)	20.0	4.0	3.0	3.0	2.0	3.0
Comptrollership (48.2)	<u>31.2</u>	<u>5.0</u>	<u>3.0</u>	<u>4.0</u>	<u>2.0</u>	<u>3.0</u>
TOTAL	<u>55.2</u>	<u>12.0</u>	<u>9.0</u>	<u>10.0</u>	<u>6.0</u>	<u>9.0</u>

2. Headquarters Activities

a) Administration (Directorate)

This activity includes the following
sub-activities:

- i) Policy development - the provision of advice to the Minister and Executive Committee on matters relating to general financial and economic policy and on financial administration procedures within the G.N.W.T.
- ii) Management - the day by day direction of the Department of Finance, specifically of the Headquarters component.
- iii) The provision of administrative support services for the Department of Finance.

b) The Treasury:

The central functions of this division are to

collect, receive, manage, control and report all revenues coming into the Consolidated Revenue Fund of the N.W.T.. The Revenue and Collections section of the Treasury is responsible for collection and control of all revenues of the Territorial Government. The Fiscal Policy and analysis unit of the Treasury is responsible for taxation audits, for revenue analysis and for fiscal planning. This includes the development of tax policies for the N.W.T. and for revenue forecasting. The Treasury is also responsible for the investment of the funds in the Consolidated Revenue Fund and for Insurance Risk Management.

c) The Comptrollership:

This division is responsible for providing financial management information for the Legislative Assembly and the Executive Committee and to the Departmental Managers themselves; most importantly this division is responsible for the preparation of the Territorial Public Accounts. The Division also sets up and helps the departments to implement effective financial control and reporting procedures. This is achieved through the Financial Systems and Training Section of the Comptrollership. The Payroll section of the division is responsible for disbursement of funds from the Consolidated Revenue Fund - ie. for issuing cheques to employees and to suppliers.

3. Regional Operations

The Department of Finance has regional offices which bear the responsibility for much of the day to day financial affairs of the regions. As can be seen from the charts of the three Nunavut Regions, the regional offices have some of the responsibility for payroll, revenue and collections, and accounting services, although for each function there is a central or Headquarter's role as well. The extent to which some of the financial services can be delegated to the regions depends upon the continued development of financial information and general accounting systems. The plan is for all of the regions to have their own computers, although Kitikmeot must rely entirely on Yellowknife for computer services until a suitable building can be constructed in Cambridge Bay. The two Eastern regions currently have computers in their regional offices. It is also possible for the Keewatin and Baffin regional offices to access the Headquarters computer directly but because the telephone connections are not reliable it is not possible to enter data from the region. The data entry function is achieved by physically transporting a tape to Headquarters (by air). All of the person years in the regions are located in the regional office and are not dispersed at all to communities.

While it may be possible in the long run to further decentralize the functions of the Department of Finance, the

extent to which that can be achieved will depend upon the continued development of systems and the continued availability of the skilled personnel in the regions. For the immediate post division period in Nunavut we will assume that the current extent of decentralization will be continued and that any drastic increase of regional responsibilities in the area of finance should await more detailed study by the Government of Nunavut.

One fairly unique feature of the regional offices of this department is that in each case there is a two-tier Directorate. This means a span of control of one at the top of the regional office which might be seen as unnecessarily lengthening the chain of command in an already fairly complex departmental structure. Moreover, there does not appear to be any consistency in the level or title of the two senior people in the three Nunavut regions: ie. in the Baffin the senior official of the department is the Regional Comptroller and has a single officer reporting to him who is called the Regional Finance Manager. The latter bears line responsibility for the rest of the regional office. The Keewatin regional office is headed by a Regional Comptroller as with the Baffin, but unlike that region the second in command is entitled "Finance Officer". (This despite the fact that the positions are classified at exactly the same level (AS/AF III)). By contrast to both of these regions the smaller Kitikmeot

Regional office does not have a Regional Comptroller at all but retains that same two-tier directorate headed by a Regional Superintendent of Finance and with the management of the regional office left to an Accounting Services Officer.

The justification for the two-tiered style directorates in the regional offices was explained by regional officials in terms of the senior person being responsible for policy and planning functions within the region and the second level officer being responsible for the day to day operations of the regional office. There was no explanation for the different nomenclature between the Baffin and Keewatin except that it reflected an "historical anomaly". The slightly different system in the Kitikmeot can likely be explained in part by the smaller size of the region, the relatively fewer person years in the regional office itself and in the fact that the region is still more closely dependent upon computer support etc. from Yellowknife.

POST DIVISION OPTIONS: THE DEPARTMENT OF FINANCE

1. General Considerations

a) The core program activities of the Department of Finance are those carried out by the Comptrollership and the Treasury Division. Although in other jurisdictions in Canada

there are about as many variations and combinations of the subactivities as there are governments, the functions which are common to all "Finance-type" departments in Southern Canadian jurisdictions are the 'fiscal and economic planning and forecasting' role and the responsibility for the investment of monies deposited in the Consolidated Revenue Fund. Most provincial governments in Canada also tie the responsibility for the Consolidated Revenue Fund and the public accounts to the general "finance function", although the Federal Government places these responsibilities with the officer of the Receiver-General for Canada, who is also the Minister of Supply and Services.

There is much less consistency in the assignment of responsibility for Revenue. Some provinces have separate Revenue departments, some tie the Revenue function to Finance or Treasury Departments and still others put the revenue function in with Government Services. Payroll is another function which is sometimes located in the Finance Department as with the N.W.T., but many other governments put this fairly routine activity in a department such as Government Services or Supply and Services.

Thus, while there are arguments that could be made for a slightly different assignment of tasks than the current situation of the G.N.W.T., the current situation is not in any way anomalous or usual. Likely the Government of Nunavut will

wish to consider schemes for departmental reorganization once they have been in place for awhile, but in the short term after division there is no strong reason for diverging from the current assemblage of activities in this department. A few suggested changes will be put forward with respect to some of the functions of other agencies of the G.N.W.T. in a later section of this report,* and these might tangentially affect the powers and responsibilities of the Department of Finance.

Because it is a "support" department for the government there are not any "Nunavut specific" factors to be taken account of when determining the number of person years for the Department of Finance in the eastern territory.

Basically the person year requirements of a department such as this are sensitive to the size of the government being served. Where there is some possibility of Nunavut specific variations is in the Revenue and Collections component. It is conceivable for instance that because there is less privately owned property in the Eastern Arctic that there might be a more than proportional reduction in the number of people employed in the collection of real property taxes. On the other side of the coin, because there will be the same range of types and sources of revenue in Nunavut there must also be the same range of specialists in this branch of the department and a less than proportional reduction would be indicated.

*See Section IV below.

Based on the above discussion of the types of activities normally combined in departments such as this in other jurisdictions, we cannot identify any activities which are clearly ancillary. Moreover, while the overall raison d'etre of the Department of Finance is to provide program support for all of the other departments of the G.N.W.T., the only internal program support activity is that of the Finance and Admin component. Because this is a very small unit to begin with, it likely cannot be reduced very much further even in a much smaller department in Nunavut. However, there do not appear to be significant Nunavut specific variables that would effect the person year requirements of this section of the department in the new territory.

2. The Department of Finance: Nunavut

As can be seen from the charts, the basic change being recommended for the Department of Finance in Nunavut is a significant reduction in total size. The Headquarters component will be reduced from 55 to 34 person years which, while leaving a Nunavut Headquarters that is significantly greater than proportional to the reduced person year establishment of the Nunavut public service, cannot realistically be reduced much further without losing its core program effectiveness. All of the basic functions performed by the

current Department of Finance must be retained for Nunavut and because the effective performance of these duties necessitates specialized personnel, there is a base line minimum number required no matter how small the new government is.

One difference from the current structure of the Department is that we have recommended that the responsibilities of the Deputy Minister of Finance and Comptroller General be combined at least for the immediate post-division period. The reason for the recommendation is that there will be difficulty staffing two positions at such a senior level in the new territory, and in the short run it would be virtually impossible to find the required expertise in Nunavut. The logic of this role differentiation in the current N.W.T. department is that the Deputy Minister functions as the Chief Policy and Planning Officer in the financial and economic affairs of the Territory and because of the onerous nature of those advisory responsibilities he should be relieved both of the largely managerial responsibilities of running the department, and of directing the complex process of controlling and overseeing the territorial public purse. In a small department such as that anticipated for Nunavut it should be possible for a senior economic advisor to carry the reduced managerial load as well as the policy responsibilities while the "control of the public purse" and general accounting functions can be handled by the Comptroller.

For the same reasons cited above it might be possible to eliminate the current two-tier directorates in the regional offices by combining the two senior positions. This would not be done to reduce the role of the regions in departmental operations, as much as to free up experienced accountants etc. now at the regional level in Nunavut who could help fill the person year gaps in the new Headquarters. This would possibly partly alleviate the need to "go down south" in order to recruit experienced public servants for the new territorial headquarters.

Another difference in the new organization charts is that the functions of General Accounting and Accounting Services have been combined under a single chief. The reason for this is that current departmental personnel agree that the functional distinction between the two units is not clear and that there is some overlap in duties already.

We have not attempted to draft a "lean" model for this department in Nunavut because while it might be possible to reduce the total person year component in Headquarters, such reductions would be restricted to fairly junior positions. Hence, for instance, it is conceivable that the new government could survive in the short run with one less Pay Clerk, one less Data Entry Clerk, one less Revenue Clerk etc., but that the positions most difficult to staff -- those at the officer level and up -- are all pretty well necessary. The

exception here might be to eliminate the Financial Systems section of the Comptrollership, by employing much simpler finance and accounting systems in the new territory. However, this would have serious drawbacks as well for i) it would inhibit the development of more sophisticated systems as the government grows; ii) it would probably necessitate an increased person year component at junior levels (accounts clerks etc.); iii) and because the training function is tied to this section it would retard the development of Nunavut natives capable of aspiring to senior positions in the territorial bureaucracy.

FIGURE 1.1
DEPARTMENT OF FINANCE
HEADQUARTERS/SUMMARY CHART

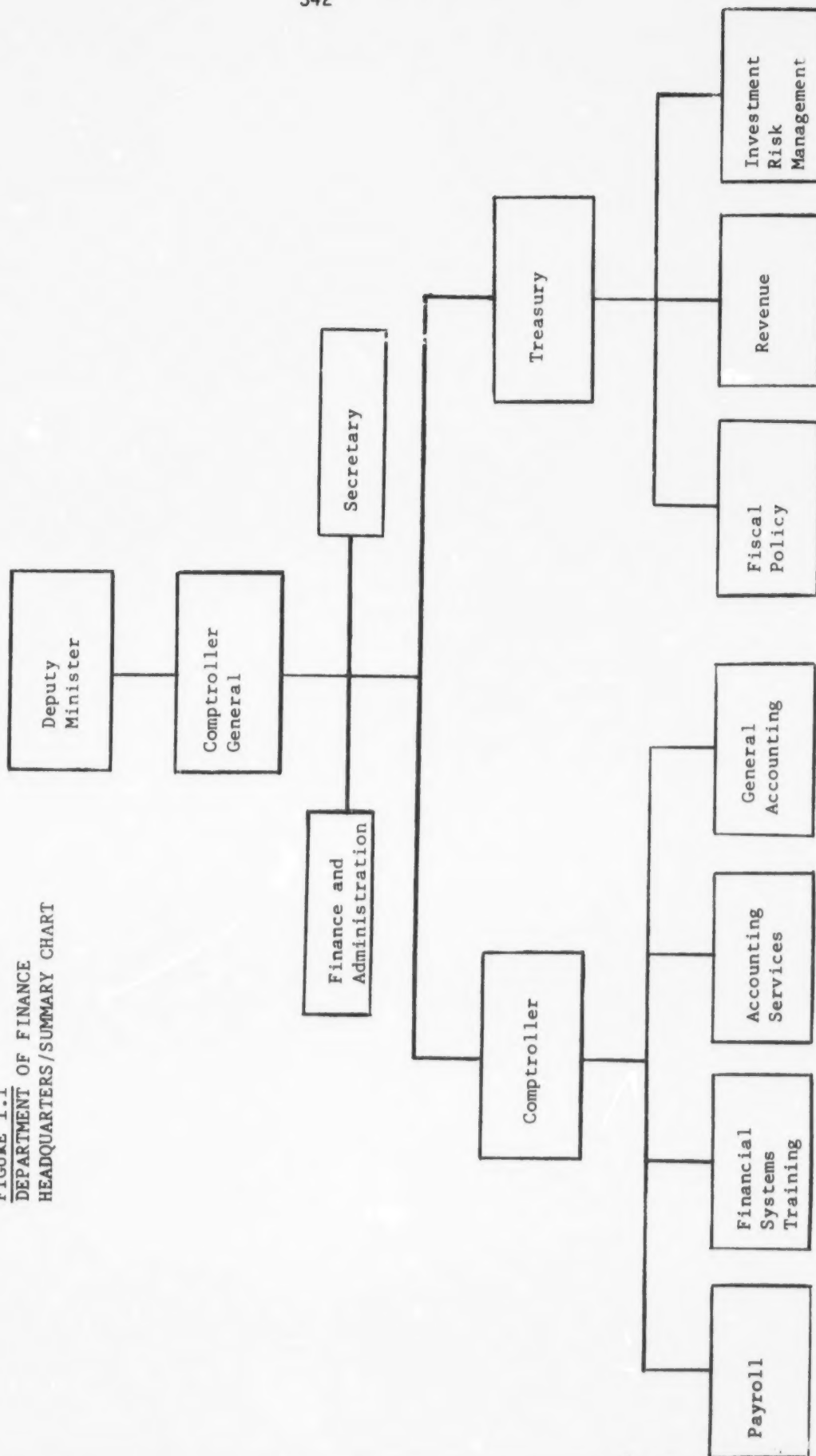


FIGURE 1.2
DEPARTMENT OF FINANCE
HEADQUARTERS/DIRECTORATE

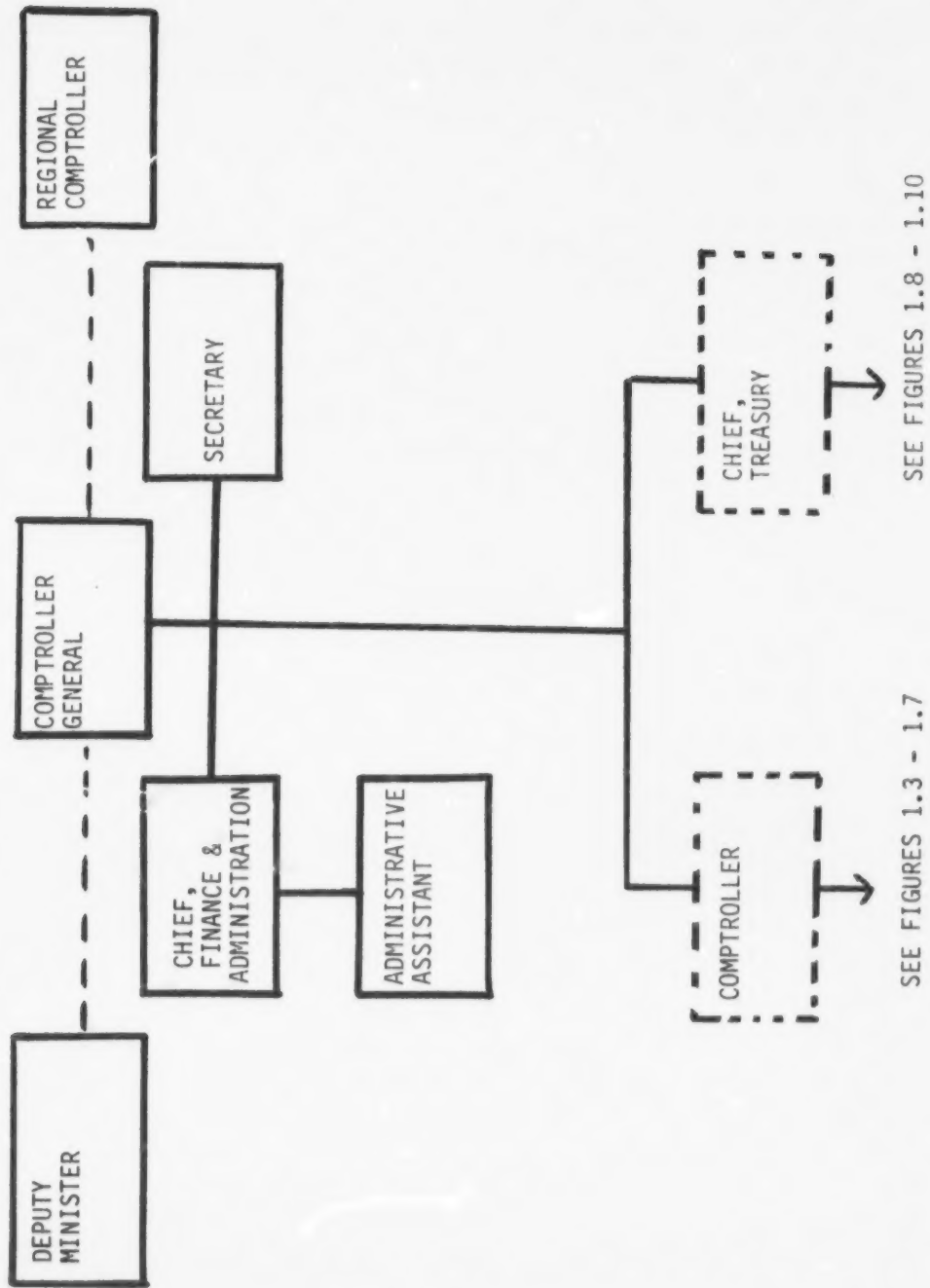


FIGURE 1.3

DEPARTMENT OF FINANCE
HEADQUARTERS/COMPTROLLERSHIP

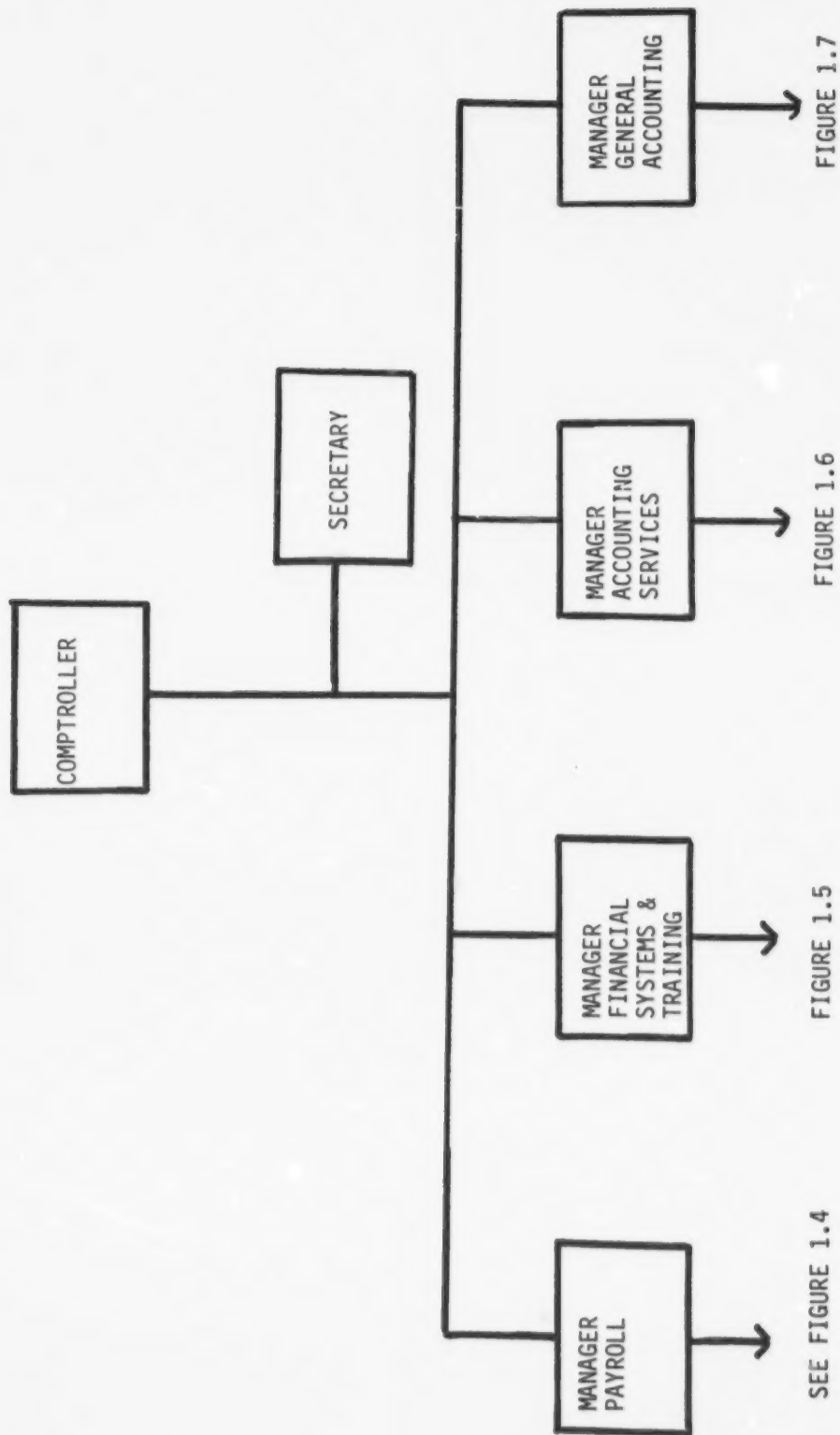


FIGURE 1.4

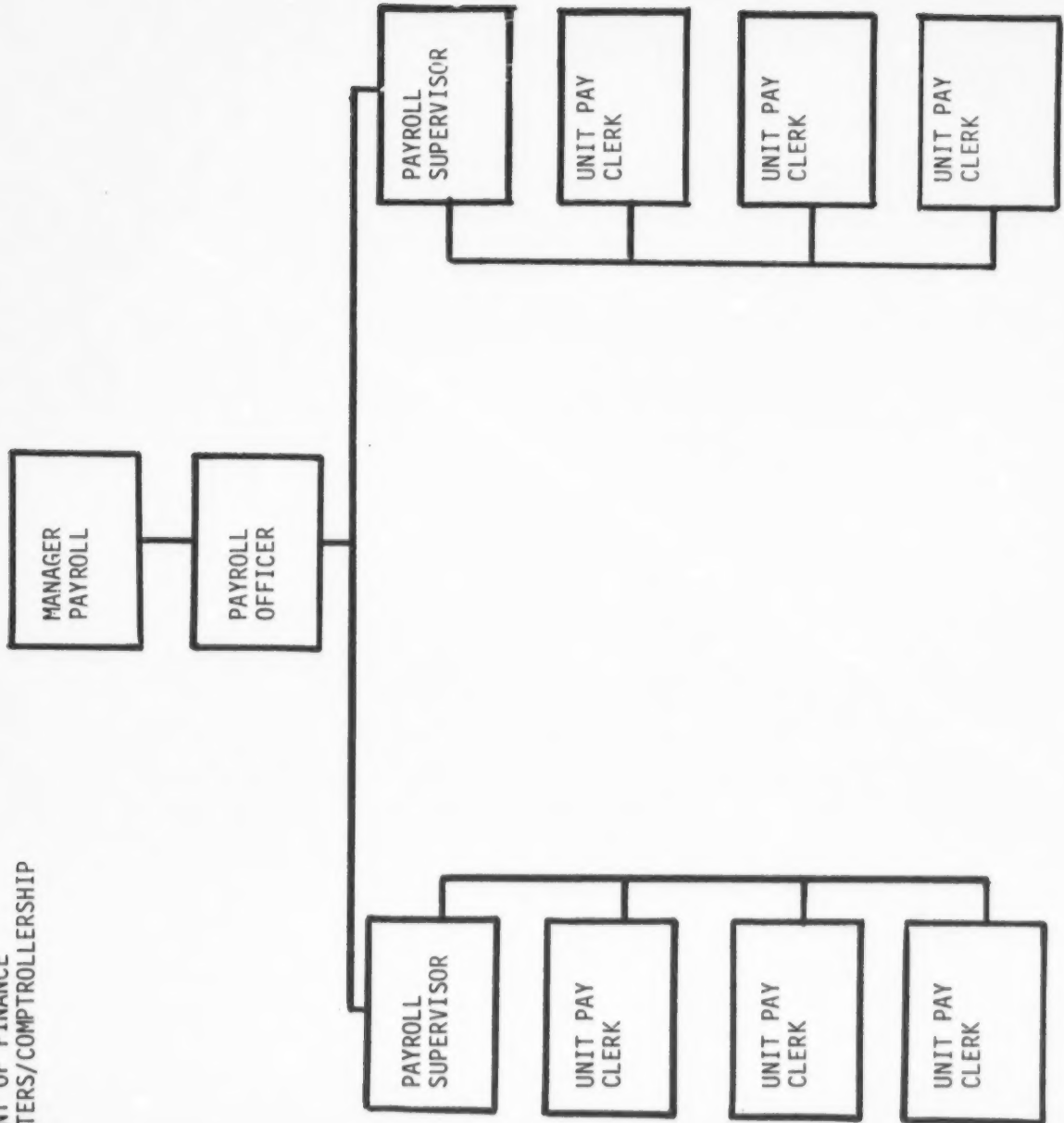
DEPARTMENT OF FINANCE
HEADQUARTERS/COMPTROLLERSHIP

FIGURE 1.5

DEPARTMENT OF FINANCE
HEADQUARTERS/COMPTROLLERSHIP

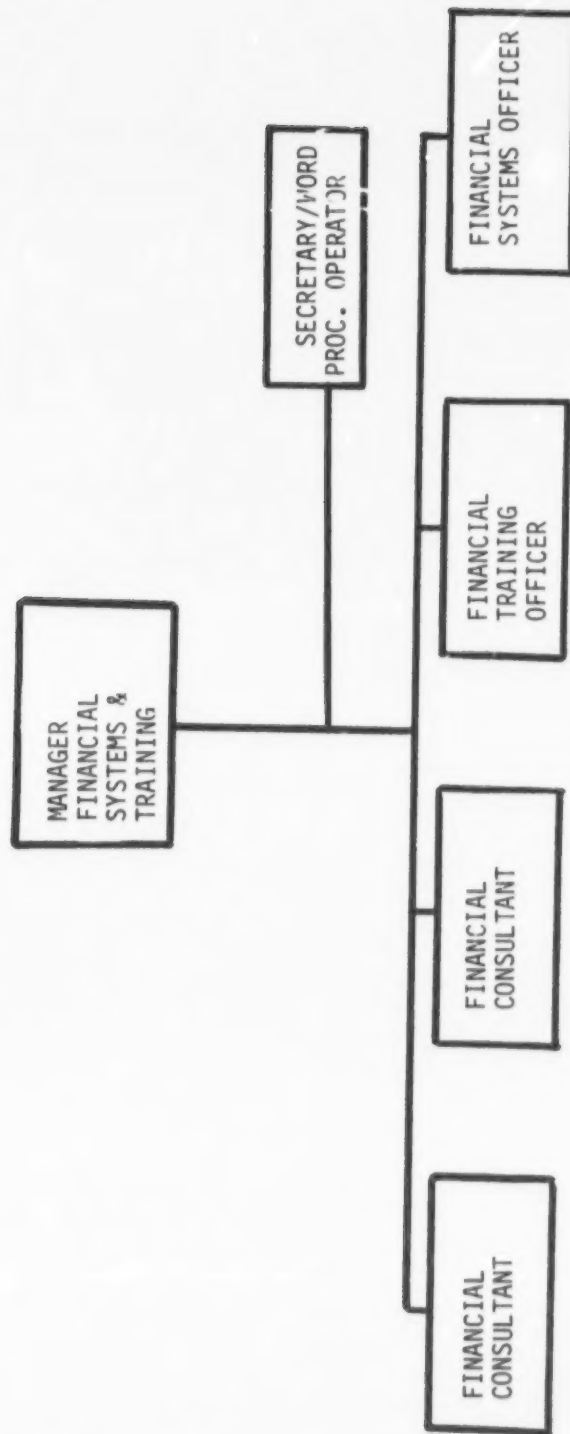


FIGURE 1.6

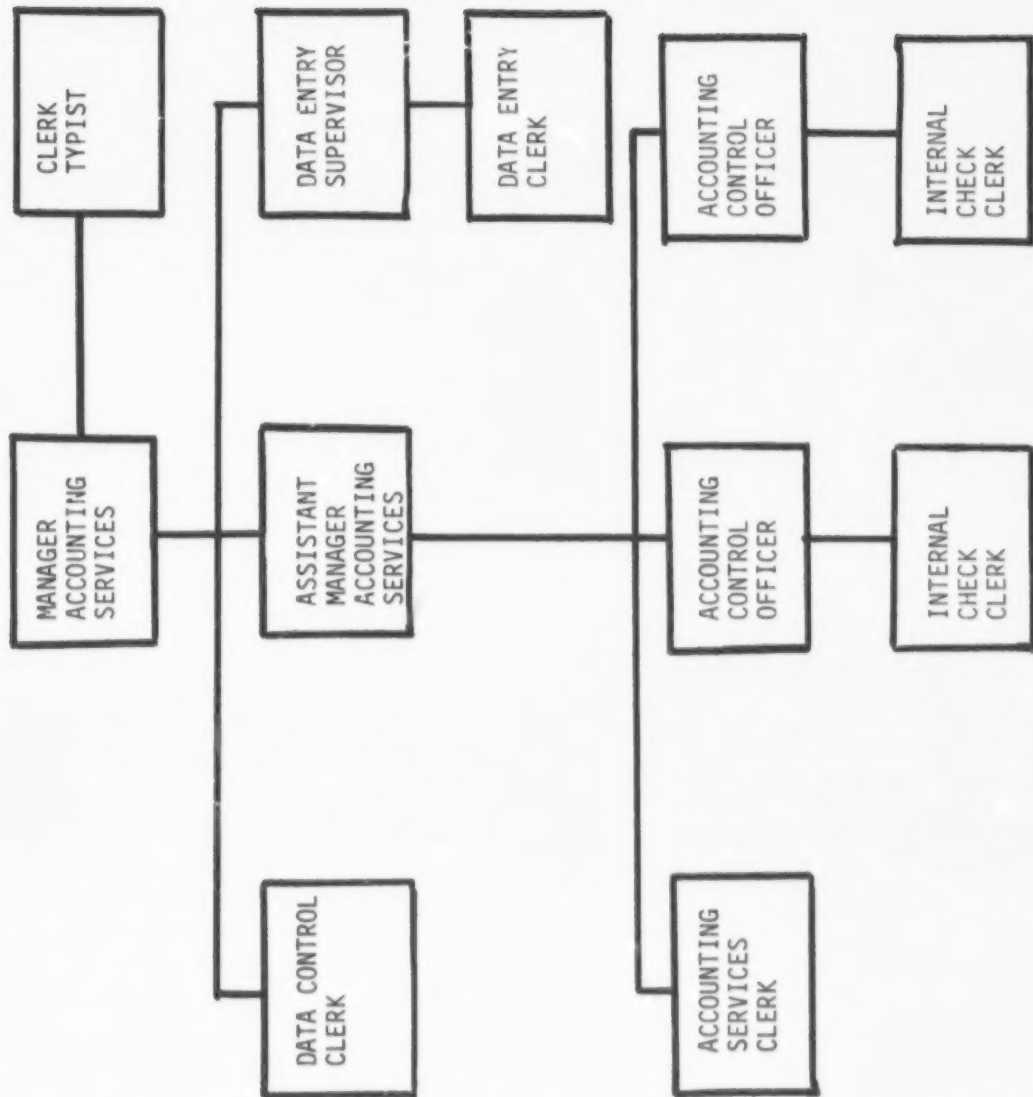
DEPARTMENT OF FINANCE
HEADQUARTERS/COMPTROLLERSHIP

FIGURE 1.7

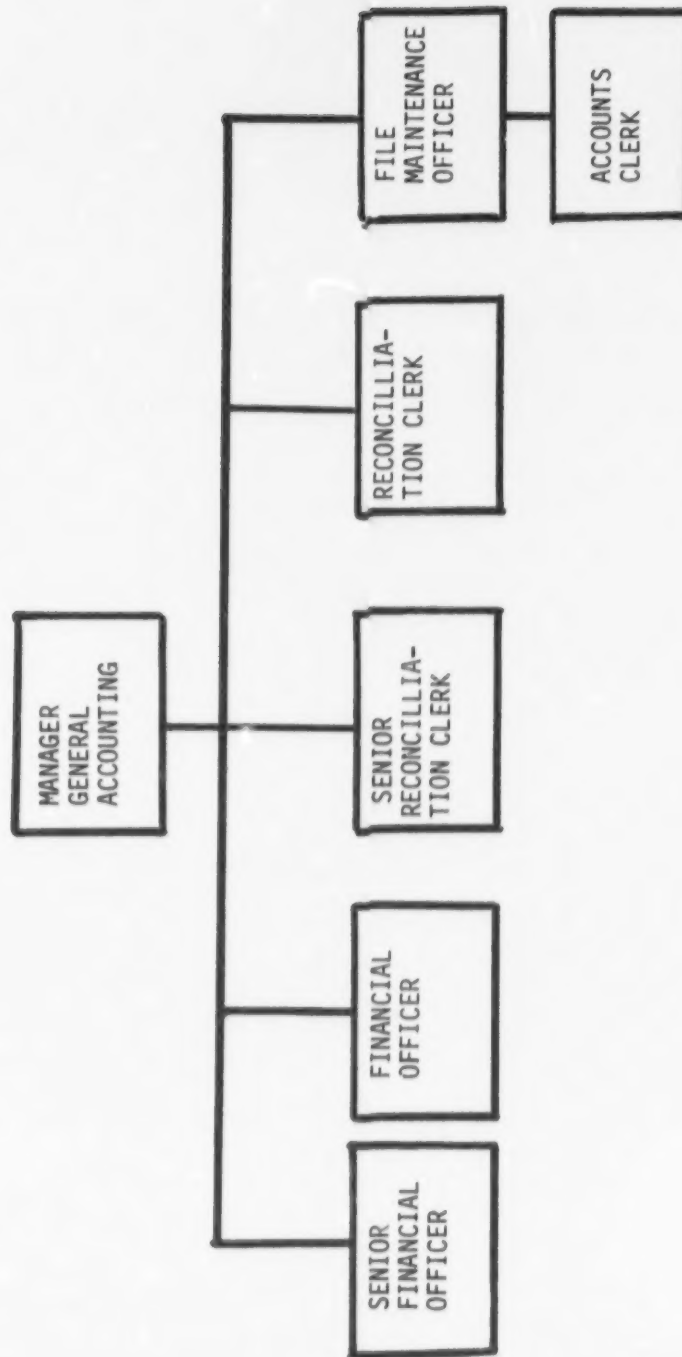
DEPARTMENT OF FINANCE
HEADQUARTERS/COMPTROLLERSHIP

FIGURE 1.8

DEPT. OF FINANCE
HEADQUARTERS/TREASURY

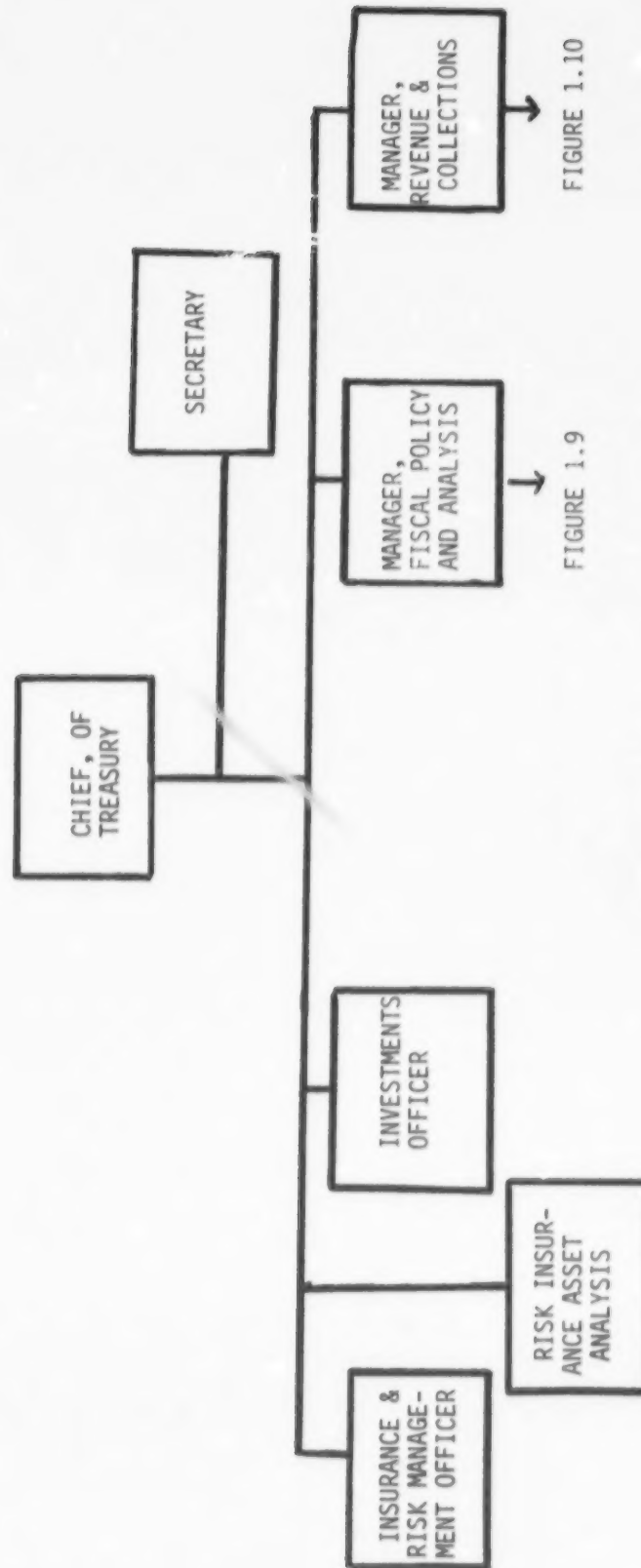


FIGURE 1.9

DEPT. OF FINANCE
HEADQUARTERS/TREASURY

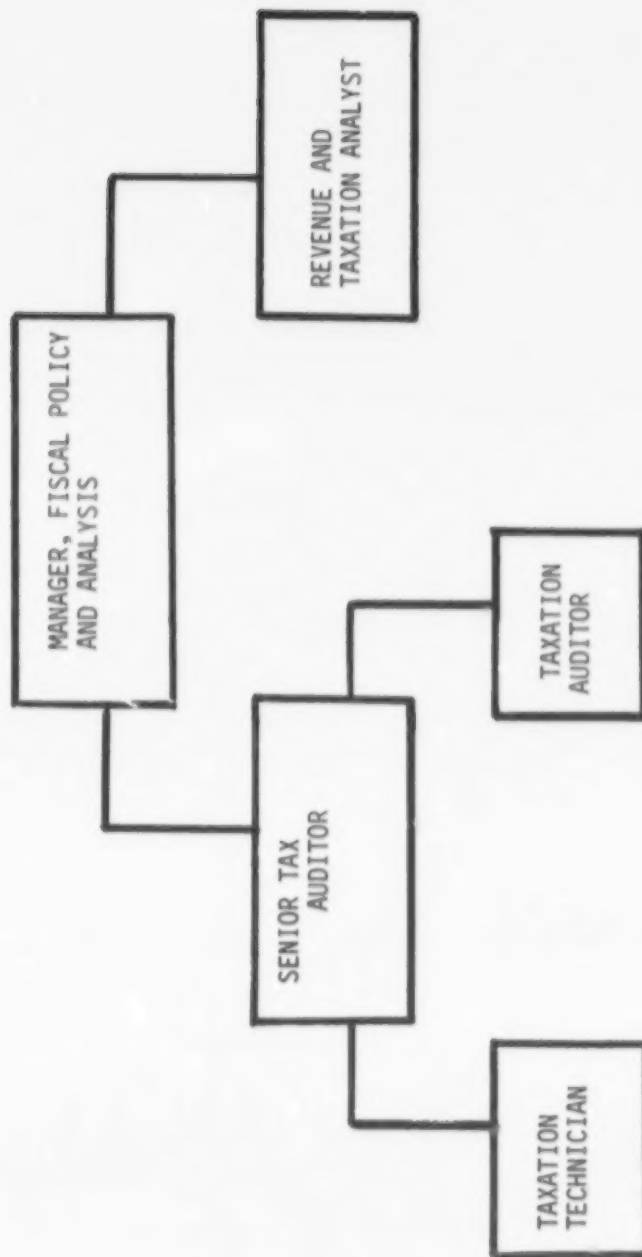


FIGURE 1.10

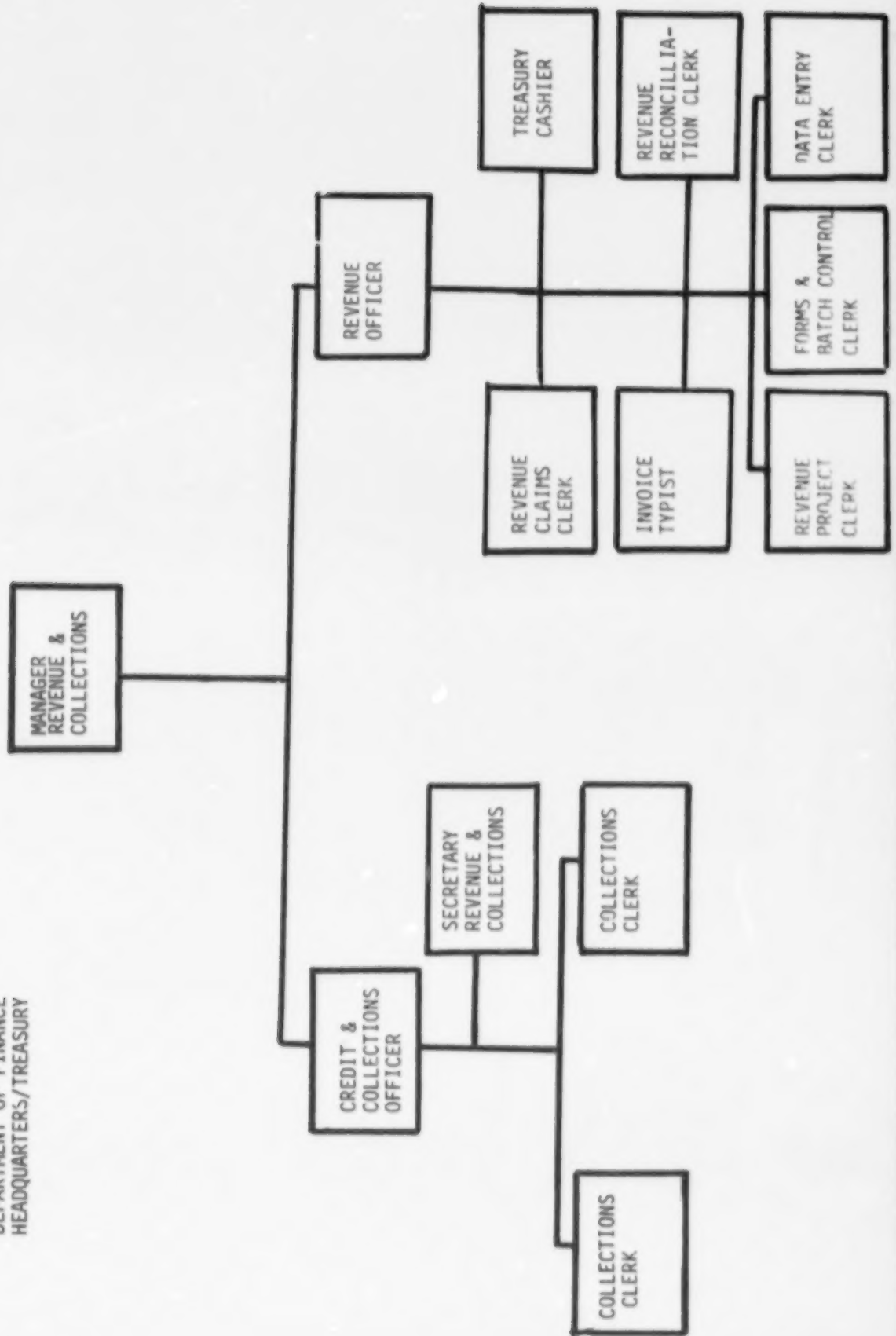
DEPARTMENT OF FINANCE
HEADQUARTERS/TREASURY

FIGURE 1.11

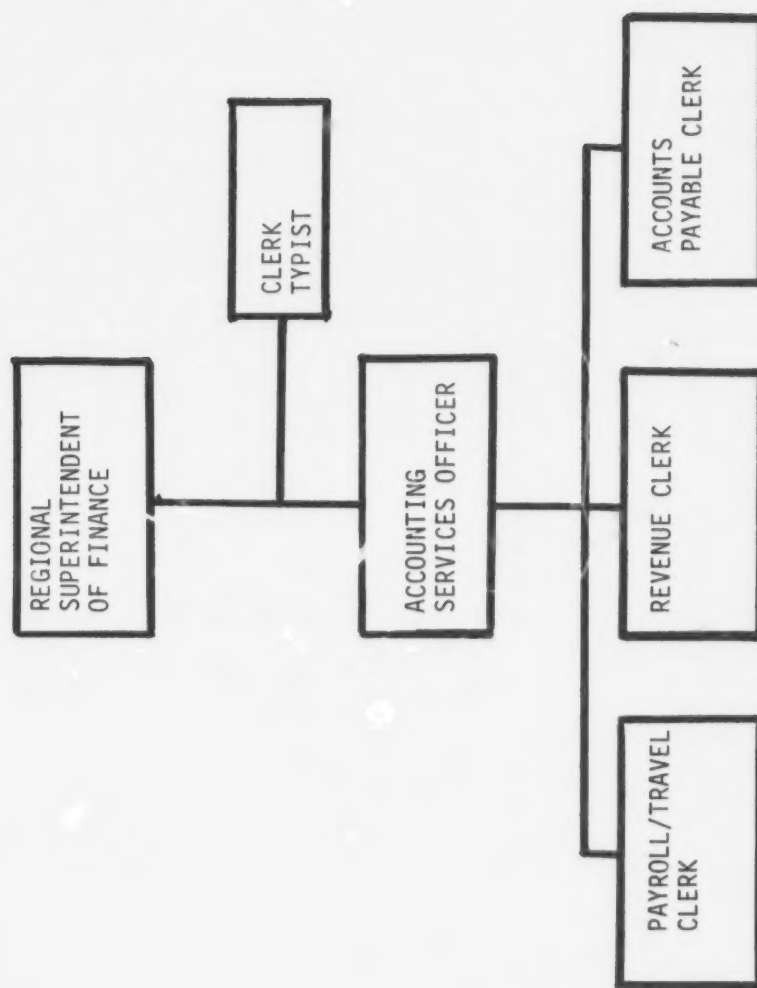
DEPARTMENT OF FINANCE
KITIKMEOT REGION

FIGURE 1.12

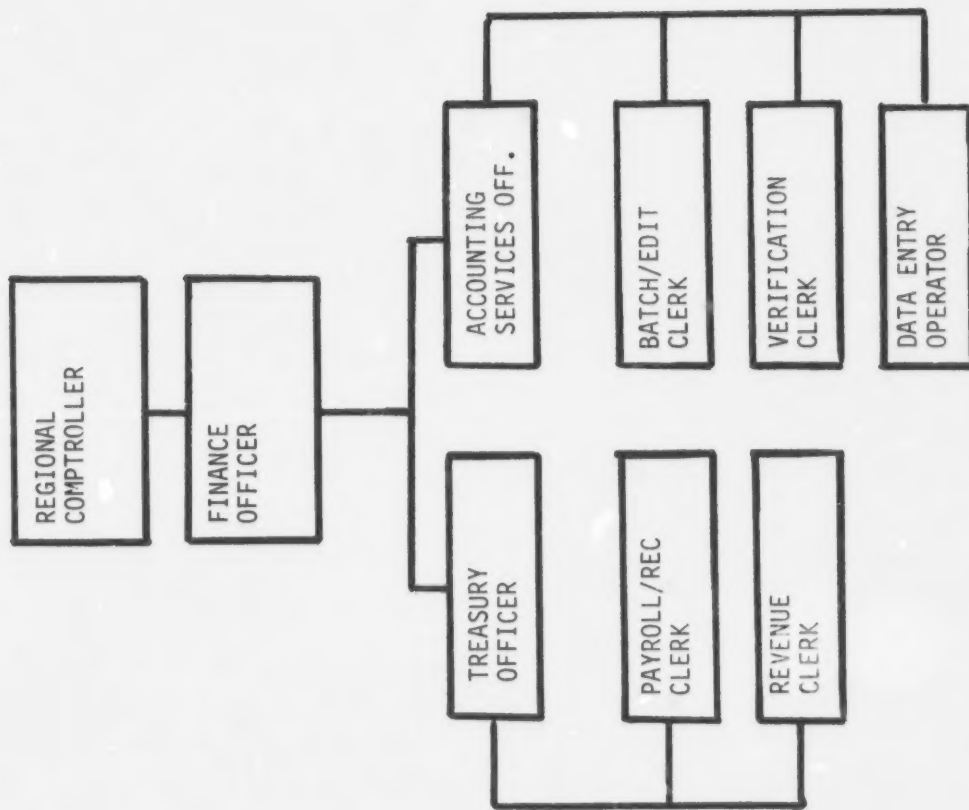
DEPARTMENT OF FINANCE
KEEWATIN REGION

FIGURE 1.13

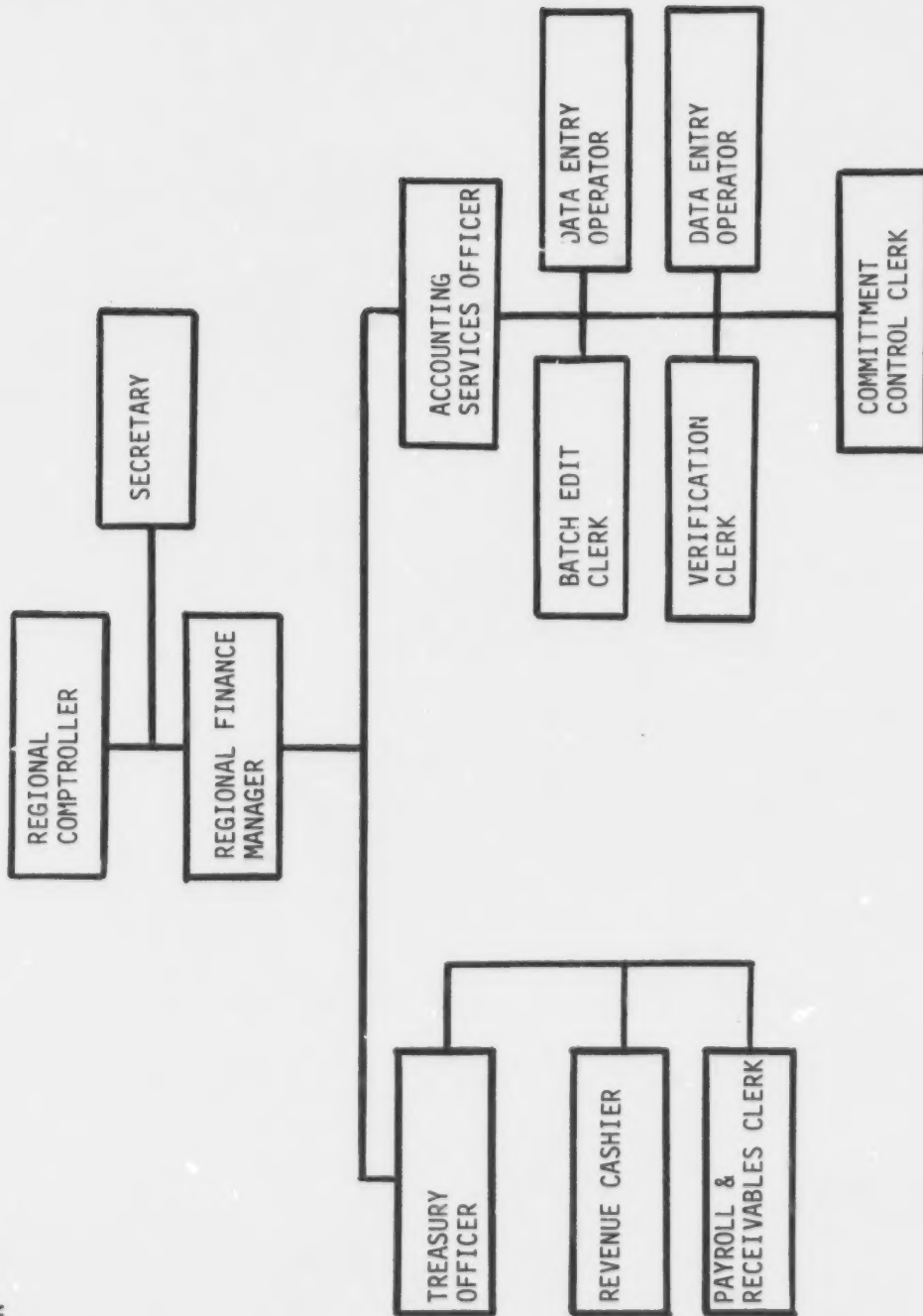
DEPARTMENT OF FINANCE
BAFFIN REGION

FIGURE 1.14

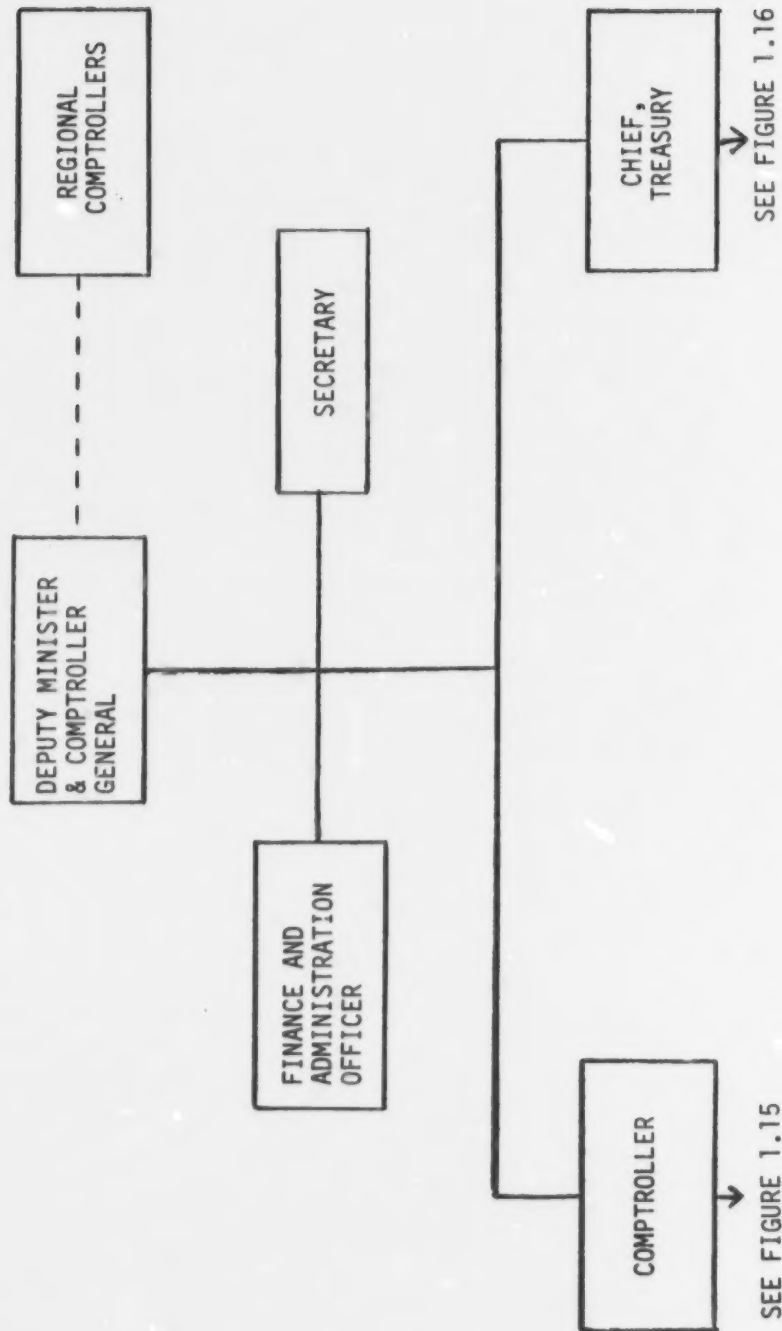
DEPARTMENT OF FINANCE - NUNAVUT
HEADQUARTERS/DIRECTORATE

FIGURE 1.15
DEPARTMENT OF FINANCE - NUNAVUT
HEADQUARTERS/COMPTROLLERSHIP

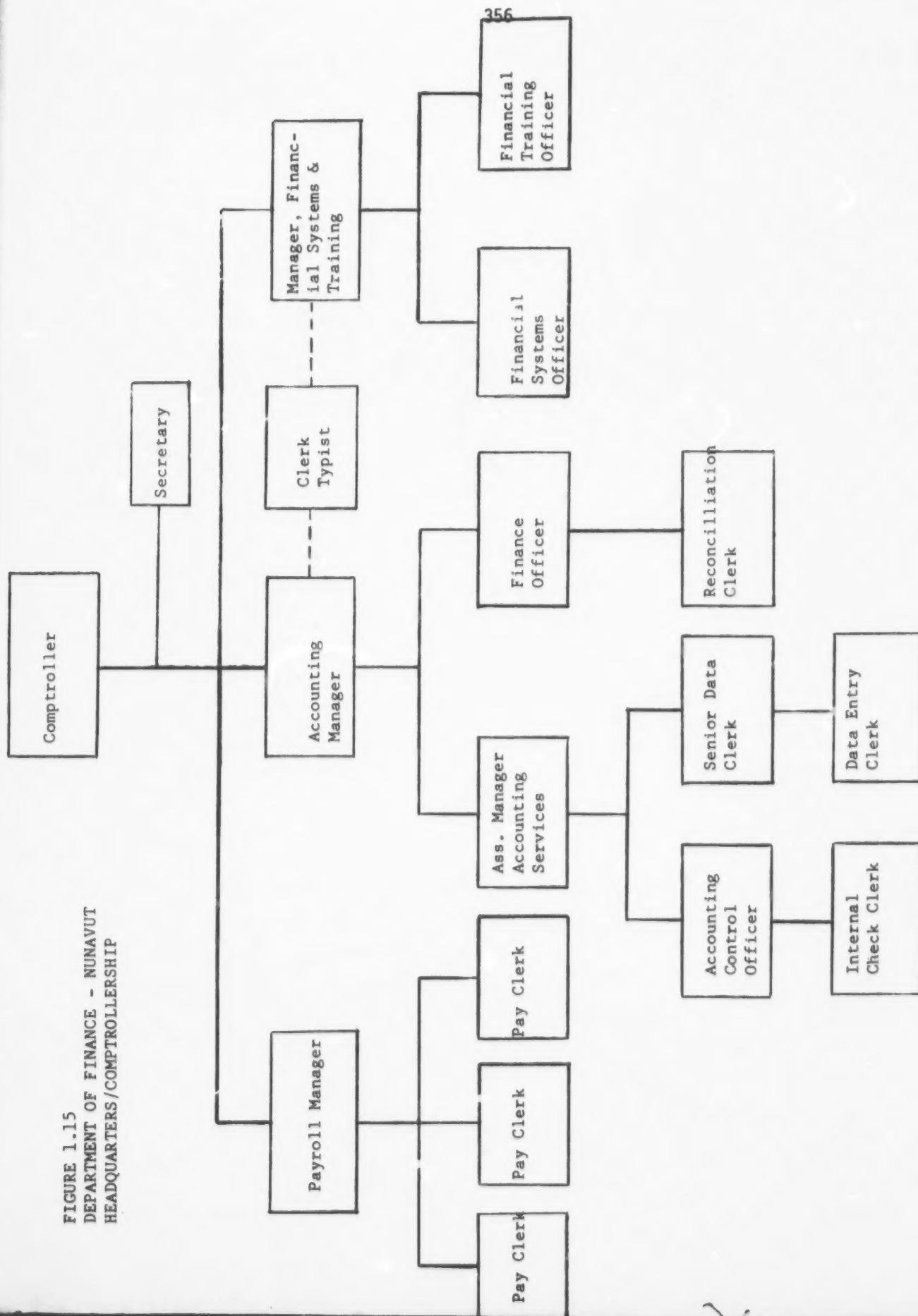
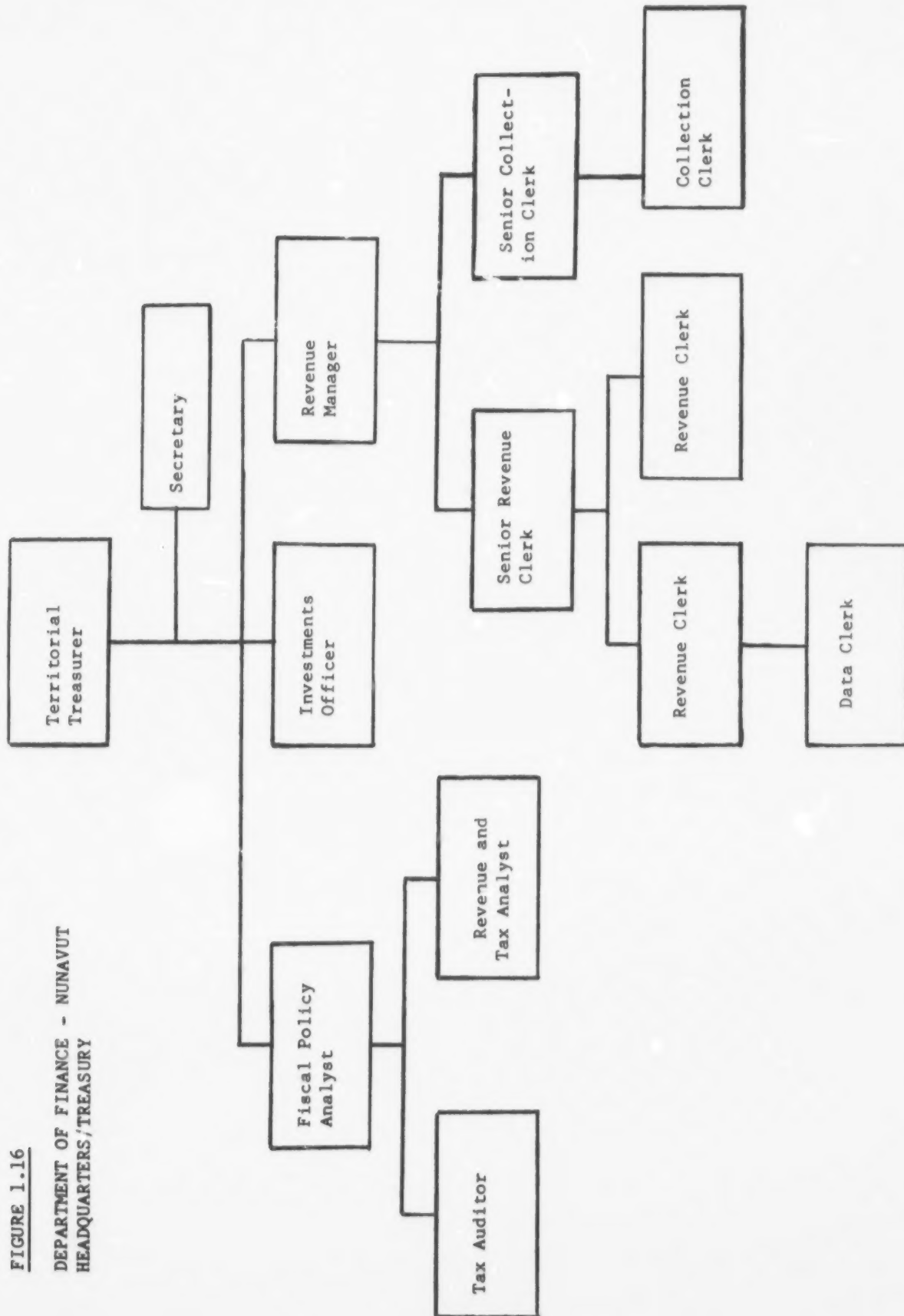


FIGURE 1.16

DEPARTMENT OF FINANCE - NUNAVUT
HEADQUARTERS/TREASURY

FINANCIAL MANAGEMENT SECRETARIAT (FMS)

A. Current Organization

1. Summary

The basic functions of the Financial Management Secretariat are to provide financial planning assistance and advice to the Financial Management Board (FMB) which is a sub-committee of the Executive Committee. The Secretariat is also the bureaucratic agency tasked with the preparation of territorial positions vis-a-vis Federal-Territorial financial relations.

FMS also functions as the territorial "manager" for purposes of planning and preparing the operating budget of the government and particularly bears the major responsibility for vetting and consolidating the Main and Supplementary Estimates.

The Secretary to the FMB is also the Deputy Minister of Finance in the G.N.W.T. and is the formal "head" of the Secretariat. The FMS is entirely located in Yellowknife and has a person year complement of 13 (excluding the Secretary to the FMB, whose position is charged to the Department of Finance). At the time of writing, three of the allocated person years were not being used giving the FMS an "actual" establishment of ten.

2. Headquarters Activities

The de facto administrative head of the FMS is the Assistant Secretary to the FMB. There are two divisions (or sections) reporting to the Assistant Secretary; Financial Planning and Analysis and Program Budgets and Analysis. The most active of these is the Program Division which is responsible for the program review and detailed scrutiny of the departmental program forecasts and estimates.

3. Regional Operations

The FMS has no regional operation.

B. Post-Division Options: FMS

1. General Considerations

The core program activities of the FMS are Financial Planning which includes Federal-Territorial Financial Relations and the preparation of the Territorial Expenditure budget (Estimates) on the basis of Departmental submissions.

All of these activities will be necessary in Nunavut, and while the number of person years required to carry them out

will be related in part to the size of the bureaucracy to be planned and managed, it is also related to the number of programs that have to be reviewed and to the number of departmental estimates submissions that have to be scrutinized. Hence, while it is conceivable to reduce the person-year component of the FMS for Nunavut somewhat, because the number of departmental submissions and the number of programs to be reviewed will be roughly the same as currently in the N.W.T., negative economies of scale will preclude simple reduction according to proportionate size of the new government.

2) FMS Nunavut

As indicated by the Chart 2.2, we have recommended that the FMS be reduced from 13 person years to 7. Given that the actual establishment of the FMS in the N.W.T. is only ten, this is clearly much greater than proportional to total Nunavut person-years establishment.

The logic of this is that the activities of program review and scrutiny of the departmental estimates ("getting scrute" in the jargon of Federal bureaucrats) required a degree of specialization. To reduce the person year complement any further would eliminate the opportunity for such specialization to the point that the operational effectiveness of the Secretariat would be significantly compromised.

With respect to administrative support for the FMS, the assumption is that such a small operation does not require its own finance and admin section. Rather such support to the FMS can be provided adequately by the Admin Services section of the Department of Finance.

If, as is likely, there are serious staffing problems at the outset in Nunavut, the new government might wish to consider a still leaner model for its FMS, and particularly leaner at the more senior levels where the most troublesome recruitment problems will prevail. Chart 2.3 posits a two-tier chain of command (in place of the three-tier model recommended in Chart 2.2) and a slightly wider span of control simply by eliminating the position of the Manager of the Program Division. The Assistant Secretary would assume the management responsibilities for the Program Division, thus making room for a more junior program analyst who could develop the appropriate program specialization. While this would not imply any overall reduction in the person year establishment, in the short run it is likely to be easier to recruit and train local personnel to function as program officers than as senior or middle managers.

FIGURE 2.1
FINANCIAL MANAGEMENT SECRETARIAT

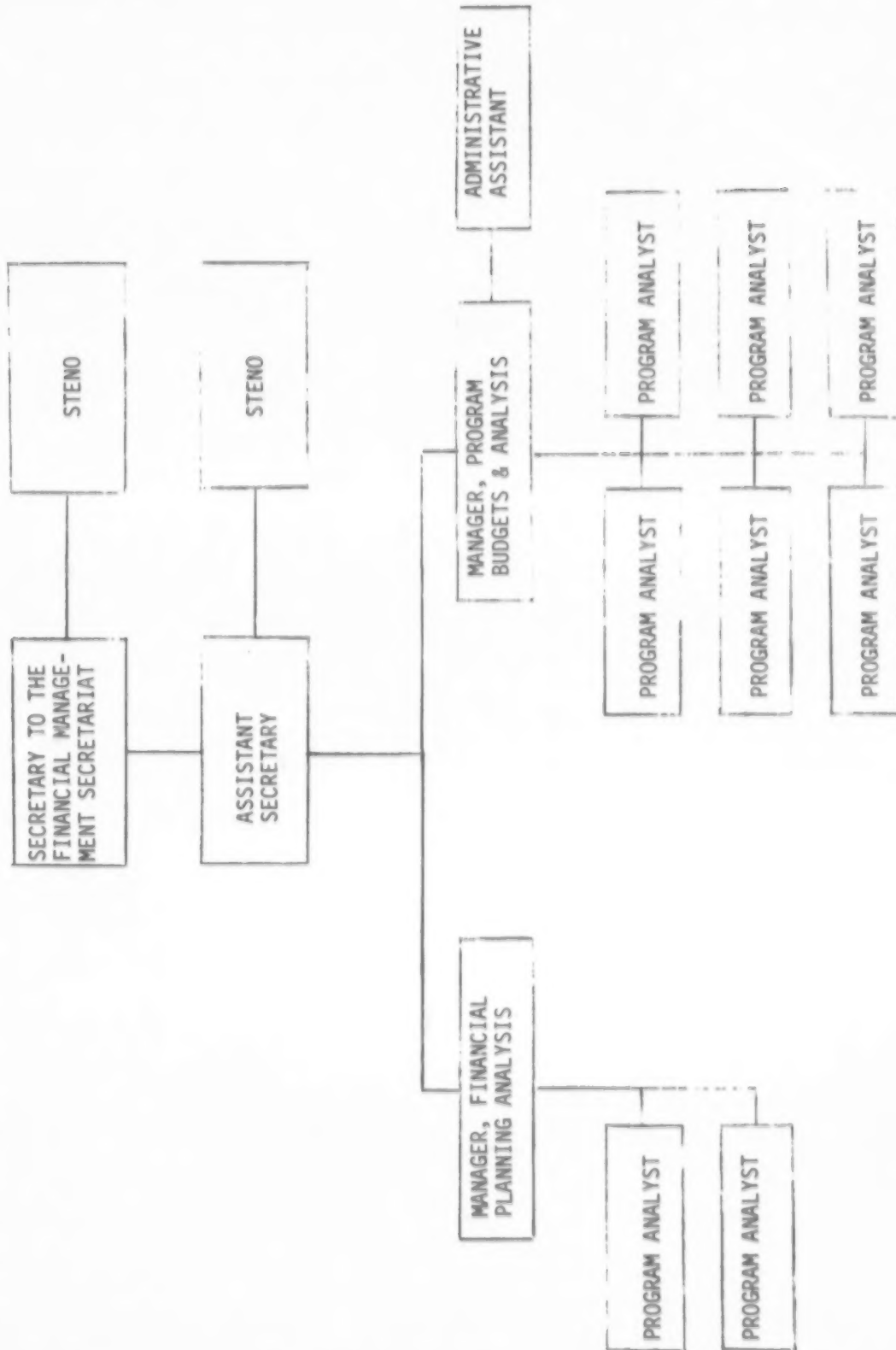


FIGURE 2.2

FINANCIAL MANAGEMENT SECRETARIAT - NUNAVUT

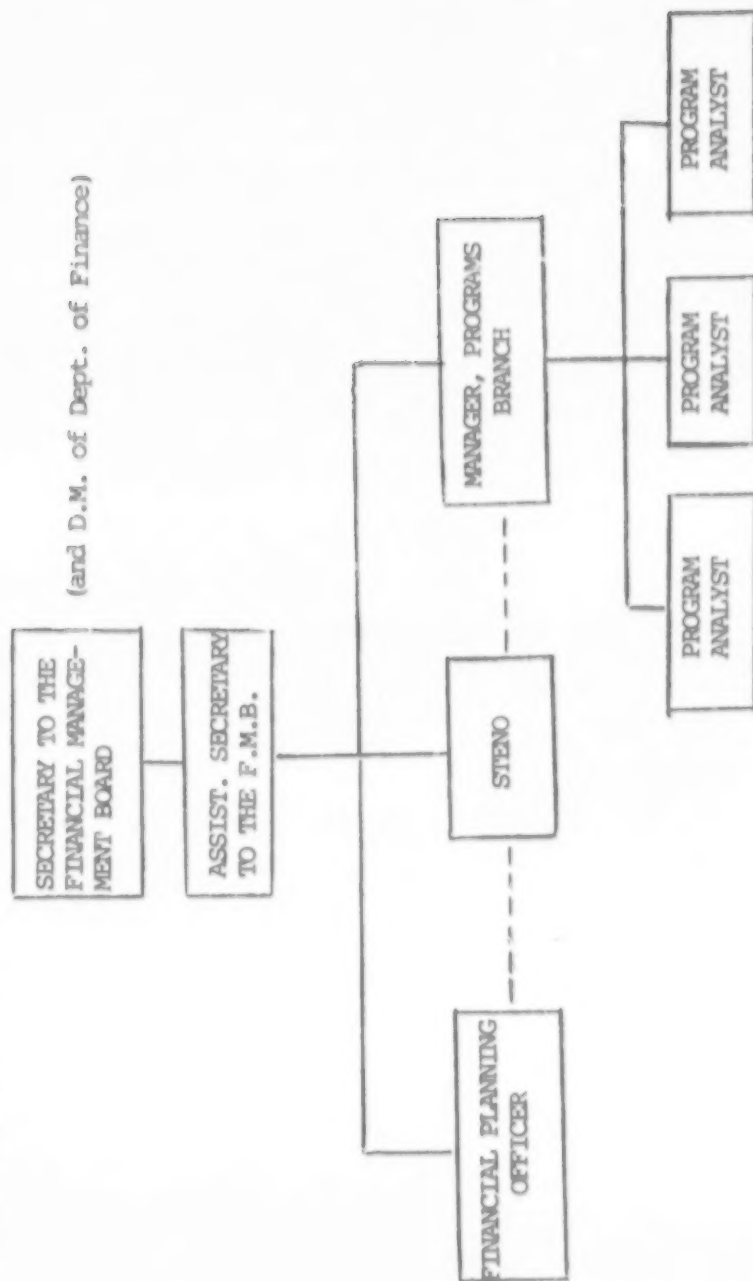
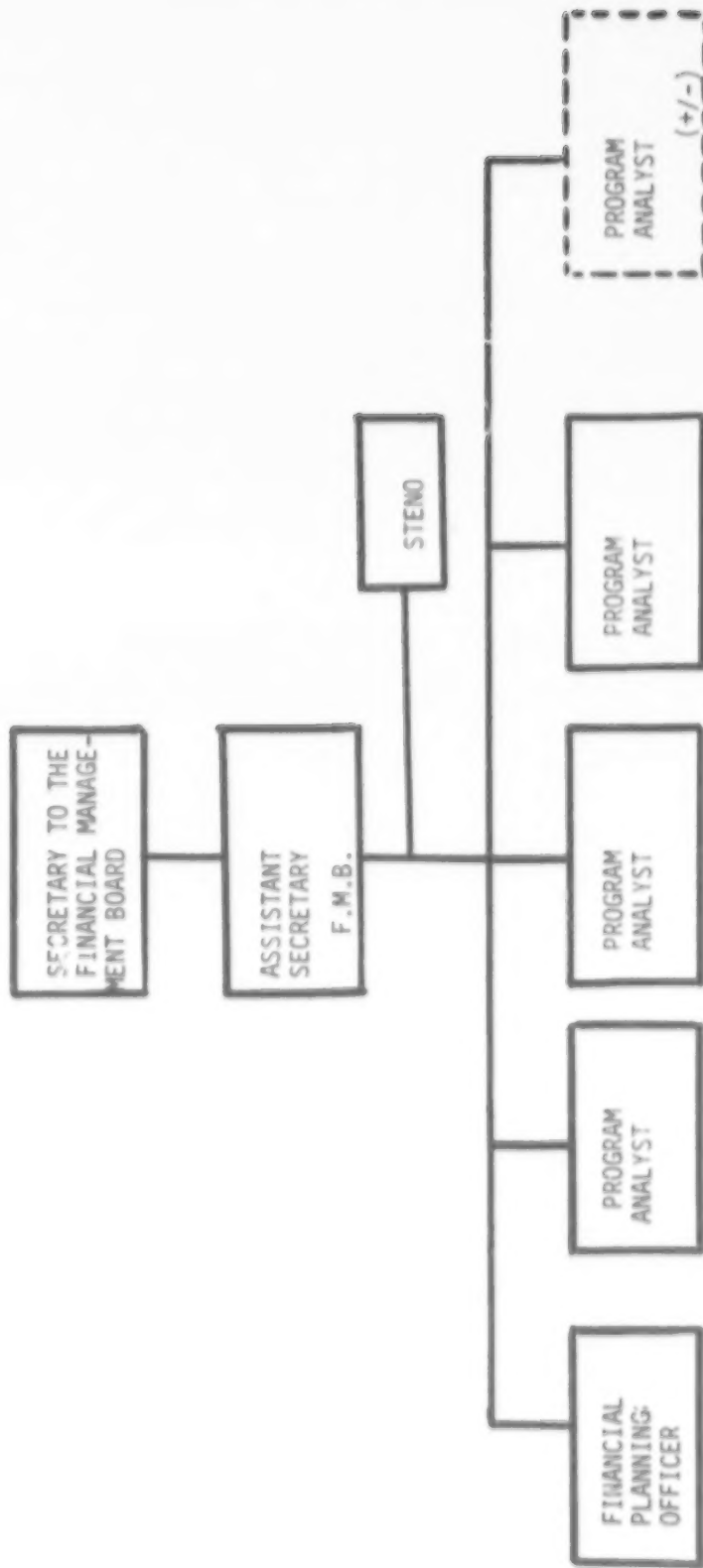


FIGURE 2.3

FINANCIAL MANAGEMENT SECRETARIAT - NUNAVUT 'LEAN'





DEPARTMENT OF GOVERNMENT SERVICES

A. THE CURRENT ORGANIZATION

1. Summary

The Department of Government Services has the responsibility of providing various support services to other departments to assist those organizations in the delivery of operational programs. These support services include materials management, communications, records management, (telecommunications) and computer related services. Government Services also has responsibility for a petroleum products distribution service to forty northern communities, the Federal Home Heating Fuel Assistance Program, motor vehicle registration and enforcement of the Motor Vehicle Ordinance, and the Liquor Control System of the N.W.T.

The Department has a total of 228.1 person years. However 47.2 are charged back to user departments and 30 are covered by the Petroleum Products Revolving Fund and do not appear in the Main Estimates. 156.47 of the total pys are in headquarters and 71.7 are in regional offices.

2. Headquarters Activities

a) The Directorate - includes the following sub-activities:

i) Management - provision of day-to-day direction and co-ordination of departmental staff and programs.

ii) Policy development - the development and implementation of policy and the provision of advice to the ExCom and Minister.

iii) Finance and administration - the provision of financial and administrative support services to headquarters staff and the co-ordination of regional financial information. This sub-activity also provides financial controls for the self-supporting activities of Petroleum Products and Computer Services.

b) Supply Services - responsible for delivering materials and services, this activity has the following subdivisions:

i) Purchasing - responsible for obtaining goods and services at the proper time to ensure that programs are not interrupted or impeded, and that prices are favourable.

ii) Distribution - includes co-ordinating all traffic movements relating to passengers and freight, and providing a central warehousing service for storage of goods and materials. This sub-activity also includes the disposal of all Government assets.

c) Petroleum Products (P.O.L.) - providing northern communities with a variety of petroleum products while the responsibility of co-ordinating the annual re-supply operation is held by regional offices, the headquarters division serves the following functions:

i) Accounting - co-ordinates regional expenditures and ensures financial control for this self-supporting activity.

ii) Revenue - co-ordinates collection and accounting of P.O.L., revenues from the regions.

iii) Operations - although regions are responsible for operations, this headquarters sub-activity provides technical expertise on petroleum purchasing and training of regional staff.

iv) Facilities Analyst - this activity, as might be expected, plans new capital work projects (tank farms) and determines new needs for design improvements.

d) Computer Services - this activity provides specialized services relating to information processing, system development, data administration, and computer operations to other government departments. With the exception of 10.4 person years (which direct the administration of this division), all person year costs here are charged back to user departments and therefore do not appear in the total person year count in the 1983/1984 Main Estimates. It is a solely headquarters component, with no field personnel.

e) Office Services - this activity provides a variety of office services to other departments:

i) Records Management - responsible for the implementation of a records management program for government departments (i.e. file classification systems, record storage, setting up a disposal system etc). This division is also responsible for production of training manuals and handbooks and provides advice and expertise to other departments in this area.

ii) Telecommunications - provision of telex, telephone and mail distribution services, as well as arranging for the repair of business machines for all Government departments.

f) Motor Vehicles - a function recently reassigned to this department from the Department of Justice and Public Services, this division is responsible for the registering and licensing of motor vehicles and drivers and for the enforcement of highway transport legislation.

g) Liquor Control System - located in Hay River, this division provides for the purchase, distribution and sale of alcoholic beverages through ten liquor stores and agencies and various licensed premises in the N.W.T. This agency is responsible for the enforcement of the Liquor Ordinance. The Liquor Control System also provides administrative support services to the Liquor Licensing Board, an independent agency established to set policy and give direction to the Liquor Control System.

3. Regional Operations

All of the functions described above (with the exception of Computer Systems) are replicated at the regional level. Headquarters serves to provide technical advice to regions and also to provide "government services" to headquarters components of other departments. The development of computer systems, as mentioned above, is mainly a headquarters function although all the regions currently do have their own computers (Kitikmeot's computer, however, is located in Yellowknife until a suitable building can be constructed to house it in Cambridge Bay). During our interviews with regional personnel in this department, it was generally agreed that they were relatively self-sufficient in all functions, except for motor vehicle purchasing which is still done at the headquarters level (presumably to obtain greater economies of scale in purchasing).

Regional charts for the Department of Government Services are presented below. The assumption here is that the current division of powers vis-a-vis headquarters and region will remain virtually the same in the post division environment, at least initially (See Charts 3.15 - 17).

B. POST-DIVISION OPTIONS: THE DEPARTMENT OF GOVERNMENT
SERVICES

1. General Considerations

a) Core program activities in the Department of Government Services are: Supply Services, Computer Services and Office Services. All Canadian jurisdictions have a department or departments to provide these services to the program department of the government and this can be expected to be similarly required in Nunavut. These core divisions will be sensitive to variations in the Nunavut government structure for the following reasons:

i) The headquarters component of office services and supply services will be sensitive to the number of regional personnel being co-ordinated, and, secondly, to the number of headquarters personnel of all departments being directly serviced through these divisions; i.e. although these divisions co-ordinate regional operations, they also perform an equally important role in servicing the headquarters departments. Thus, if the Nunavut headquarters size is 1/2 to 1/3 of the existing G.N.W.T., then proportionately, these divisions should reflect that ratio. There are no 'Nunavut-specific' factors for these divisions except for the likelihood that the training component will have to be larger than proportional.

ii) The size in person years of the Computer Services division in Nunavut is difficult to estimate without knowing the complexity of the information processing systems that may be adopted by the Nunavut Territorial Government. While data processing currently is done within the regions through regional hardware, the development of computer systems is a headquarters function. It has been suggested by departmental officials (see attachment D) that, initially, Nunavut may want to plug into the existing systems in Yellowknife until decisions are made on this matter in Nunavut. If this is acceptable to Nunavut decision-makers, the person year cost would be small (2.0 person years are estimated at the headquarters level) however; the chargeback cost of using the Western Arctic system would have to be reflected in Nunavut Government Services' O&M budget.

b) Ancillary program activities within the Department of Government Services are Petroleum Products, Liquor Control System and Motor Vehicles. These functions are described as ancillary because although they are essential services in the territory, they are not directly related to servicing other government departments. They would be more correctly defined as public services. However, in talking with department officials, the point was made that petroleum products and liquor supply have many of the same activity components as the division of Supply Services - i.e. purchasing, transportation, warehousing, distribution, etc. Thus, although these functions are not strictly 'Government Services' functions, there is an operational

rationale to including them in this department.

The size of these divisions will vary according to the following 'Nunavut specific' factors:

i) Petroleum Products, with a current compliment of 23.0 headquarters person years, will be less sensitive to the size of the population in Nunavut than it will be to the numbers of communities serviced through this division. This division currently services all northern communities off the highway system, and approximately one-half of the communities serviced are in the three eastern regions. Thus, the size of this division in Nunavut should reflect that ratio.

ii) The purchasing, distribution and sale of alcohol in the North, handled through the Liquor Control System, is a service that is much more heavily utilized in the Western Arctic, than it is in the three eastern regions. In 1982, the Liquor Control System grossed \$17,366,000 in total sales in the N.W.T., with only \$1,022,136 of those sales coming from the Eastern Arctic (Frobisher Bay Liquor Warehouse). Thus, while Eastern Arctic revenues from the sale of alcohol are less than 6% of the total, the Eastern Arctic has approximately 33% of the total population. The total person years currently in this division are 23.0 and this can be expected to be reduced to much less than the population ratio would indicate.

iii) The Motor Vehicles division will also be significantly reduced in Nunavut, proportionately less than the population ratio would indicate. The reasons for this decrease

are obvious - essentially that there are no roads into the Eastern Arctic from southern provinces thus eliminating the need for the Highway Transport Inspection Branch of this division, which ensures trucks entering the N.W.T. measure up to territorial standards. Secondly, although one would expect the need for licensing and other functions to be roughly proportionate to the population, because of the limited road system in the Eastern Arctic, vehicular activity is significantly decreased generally.

c) Program Support activities within the Department of Government Services are confined to the Directorate. As has been indicated in other sections of this paper, generally the person year complement of the Directorate is sensitive to the number of headquarters personnel. Currently, the size of the Directorate is 6.0 person years (including finance and administration, and policy and planning). Thus, if the headquarters component is reduced 1/3 to 1/4 in a Nunavut Department of Government Services, the size of the Directorate should be reduced proportionately.

2. The Department of Government Services: HQ Nunavut

The charts presented for a Nunavut headquarters of a Department of Government Services were drafted for the Sub-Committee on Division by senior governmental officials in the Department of Government Services. In proposing a model Nunavut headquarters structure, the staff assumed that this structure would be super

imposed on the existing regional structure, thus would be incremental to existing staffing in the regional offices - an assumption that is consistent with determining the size of the headquarters component of other departmental headquarters. (See attachment A)

The Nunavut charts for this department show a headquarters size of 38.0 person years - approximately 1/4 of this existing headquarters size. The same divisional structure has been assumed for Nunavut with the exception that Systems and Computer Services has been reduced to a co-ordinative function with Yellowknife computer services until such time as Nunavut develops its own information processing systems. All other divisions have been reduced proportionate to the size of the eastern territory and certain Nunavut-specific factors. For example, due to the larger role that the POL Division plays in the Eastern Arctic vis-a-vis the Western Arctic, this division has only been reduced from 23 to 16 person years, or approximately 2/3 of its current size.

Similarly the Directorate will consist of 4.0 person years for reasons of decreasing economies of scale. (although combinations and amalgamations of departments could alter this, these will be discussed in Section IV of the report.

A chart for a "lean" model for a Nunavut headquarters component of the Department of Government Services has not been presented here. The model that has been suggested here by departmental officials is already considerably reduced and although possibly could be scaled down further, the person year reduction would probably not be large and the quality of service

offered by headquarters to the regions might be impaired.

FIGURE 3.1
DEPT. OF GOVERNMENT SERVICES
HEADQUARTERS/SUMMARY

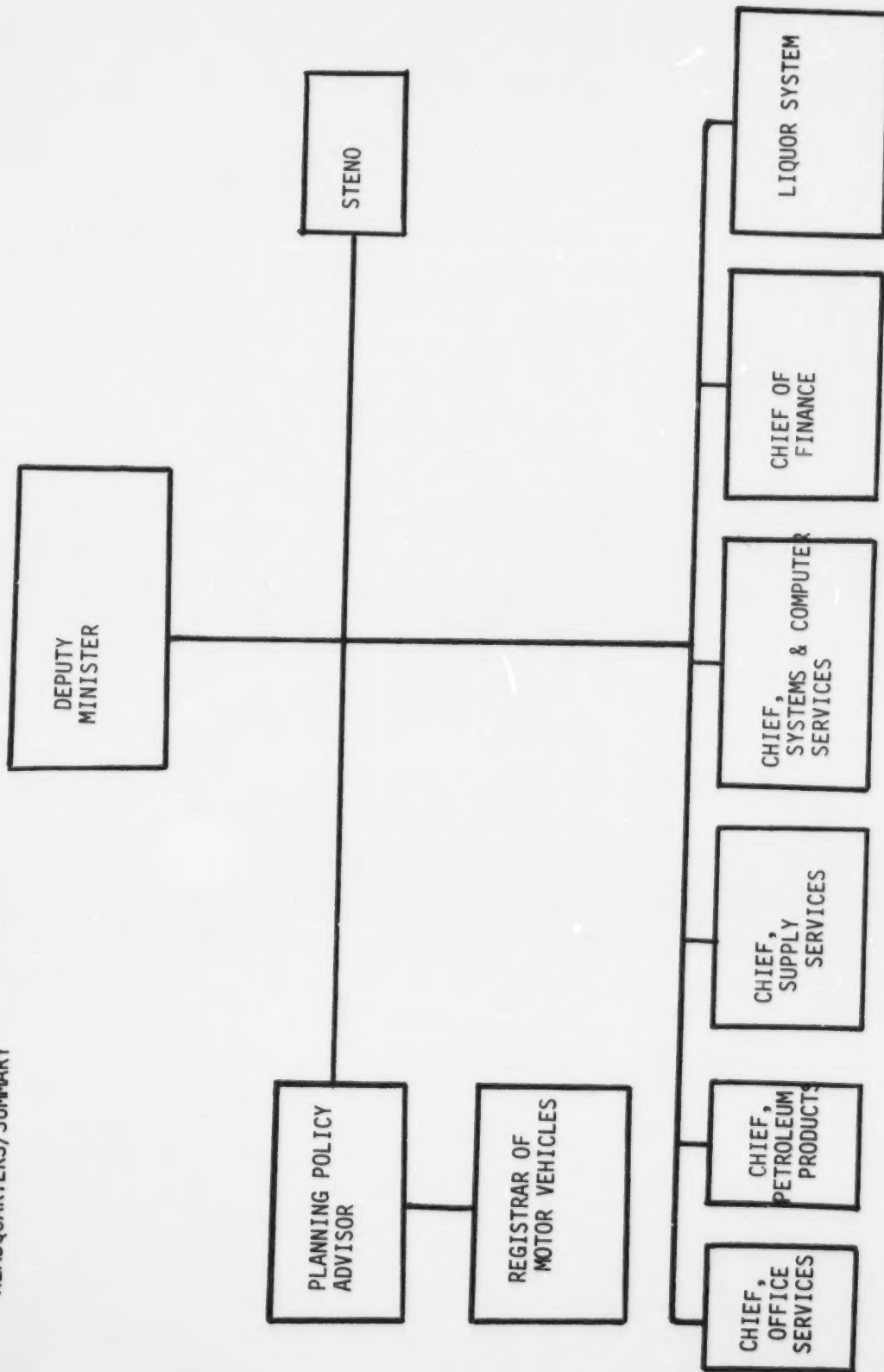


FIGURE 3.2

DEPT. OF GOVERNMENT SERVICES
HEADQUARTERS/DIRECTORATE

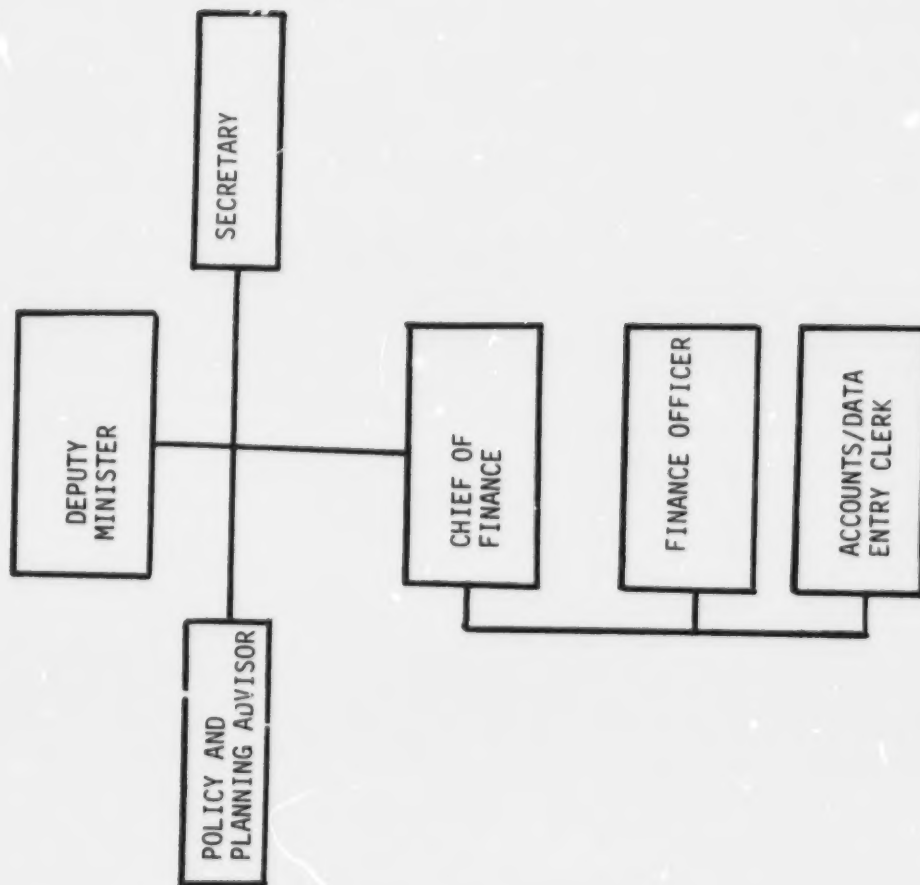
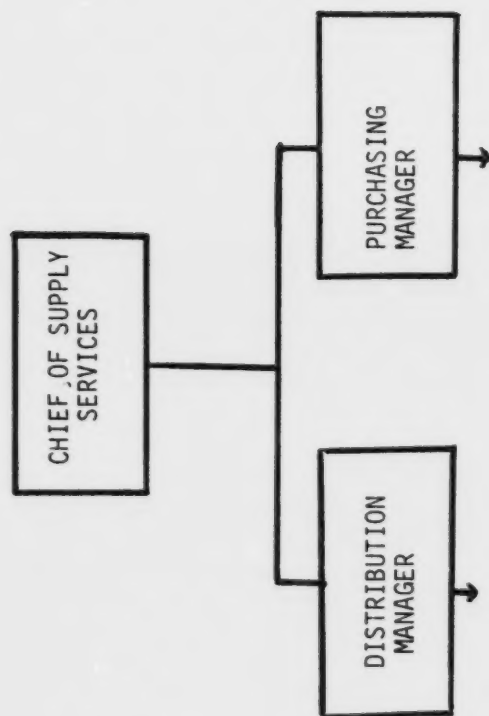


FIGURE 3. 3

DEPT. OF GOVERNMENT SERVICES
HEADQUARTERS/SUPPLY SERVICES



SEE FIGURE 3.5

SEE FIGURE 3.6

FIGURE 3. 4

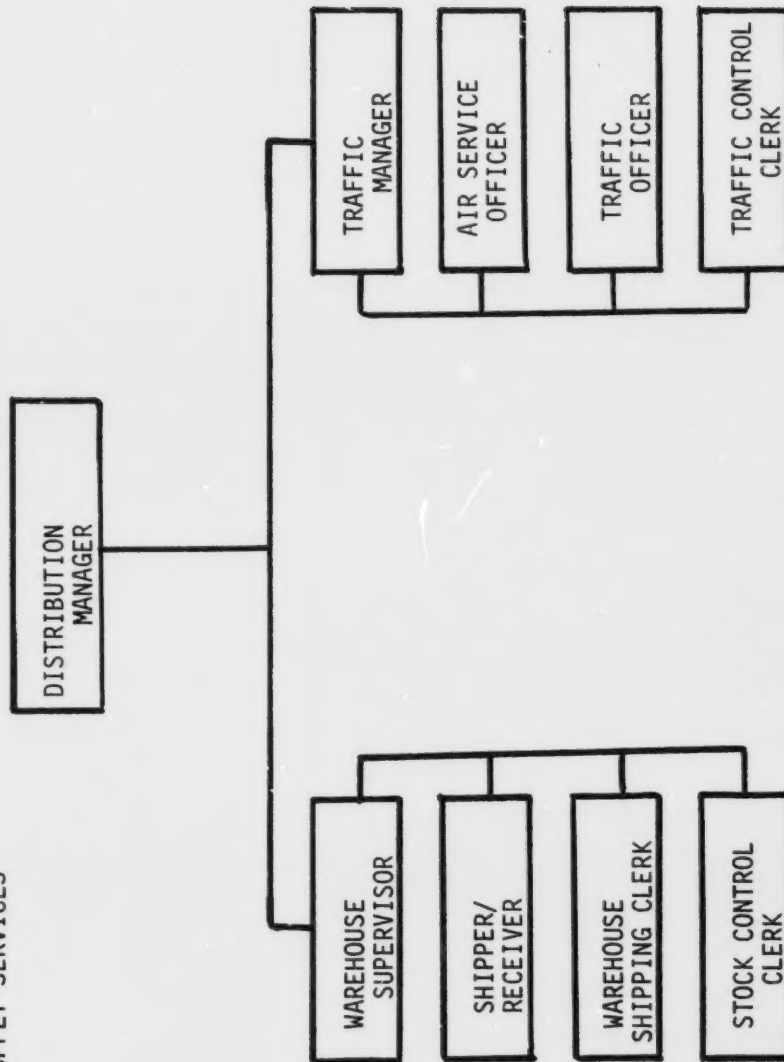
DEPT. OF GOVERNMENT SERVICES
HEADQUARTERS/SUPPLY SERVICES

FIGURE 3.5

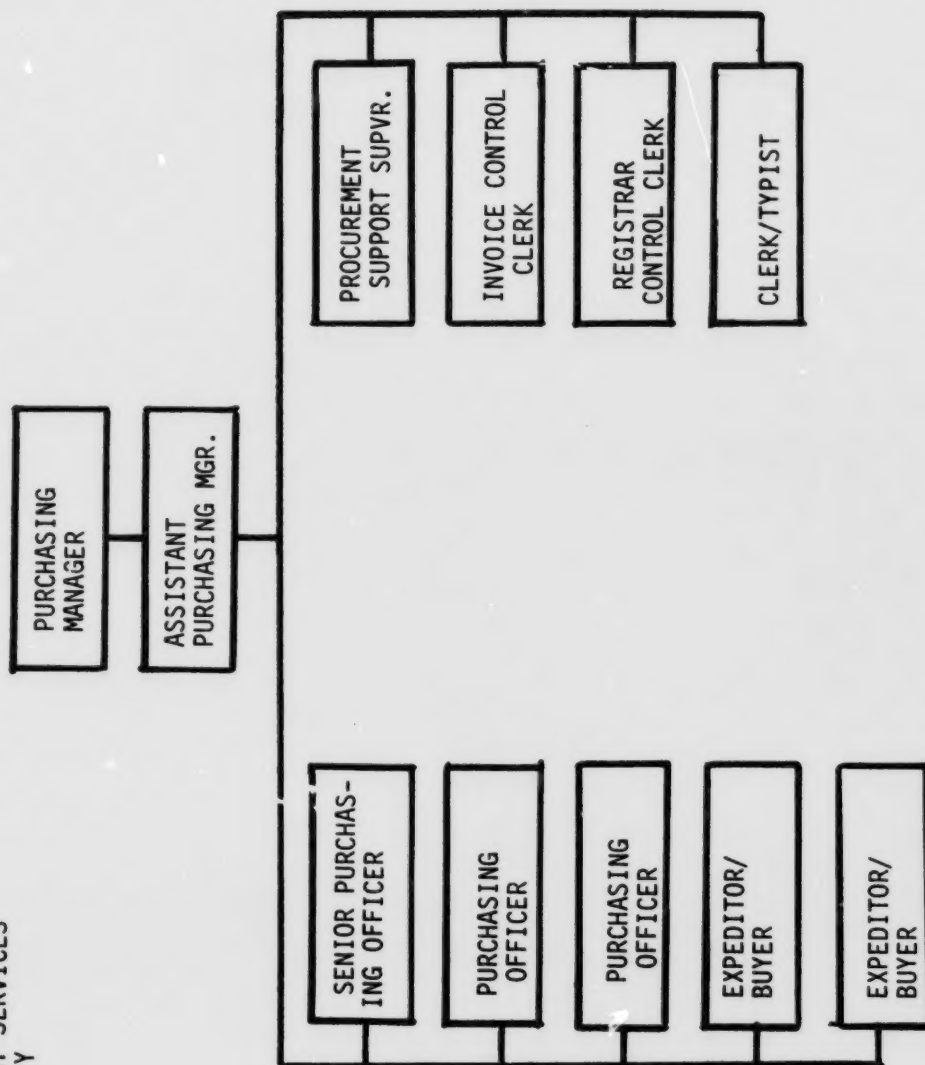
DEPT. OF GOVERNMENT SERVICES
HEADQUARTERS/SUPPLY

FIGURE 3.6

DEPT. OF GOV'T SERVICES
HEADQUARTERS/PETROLEUM PRODUCTS

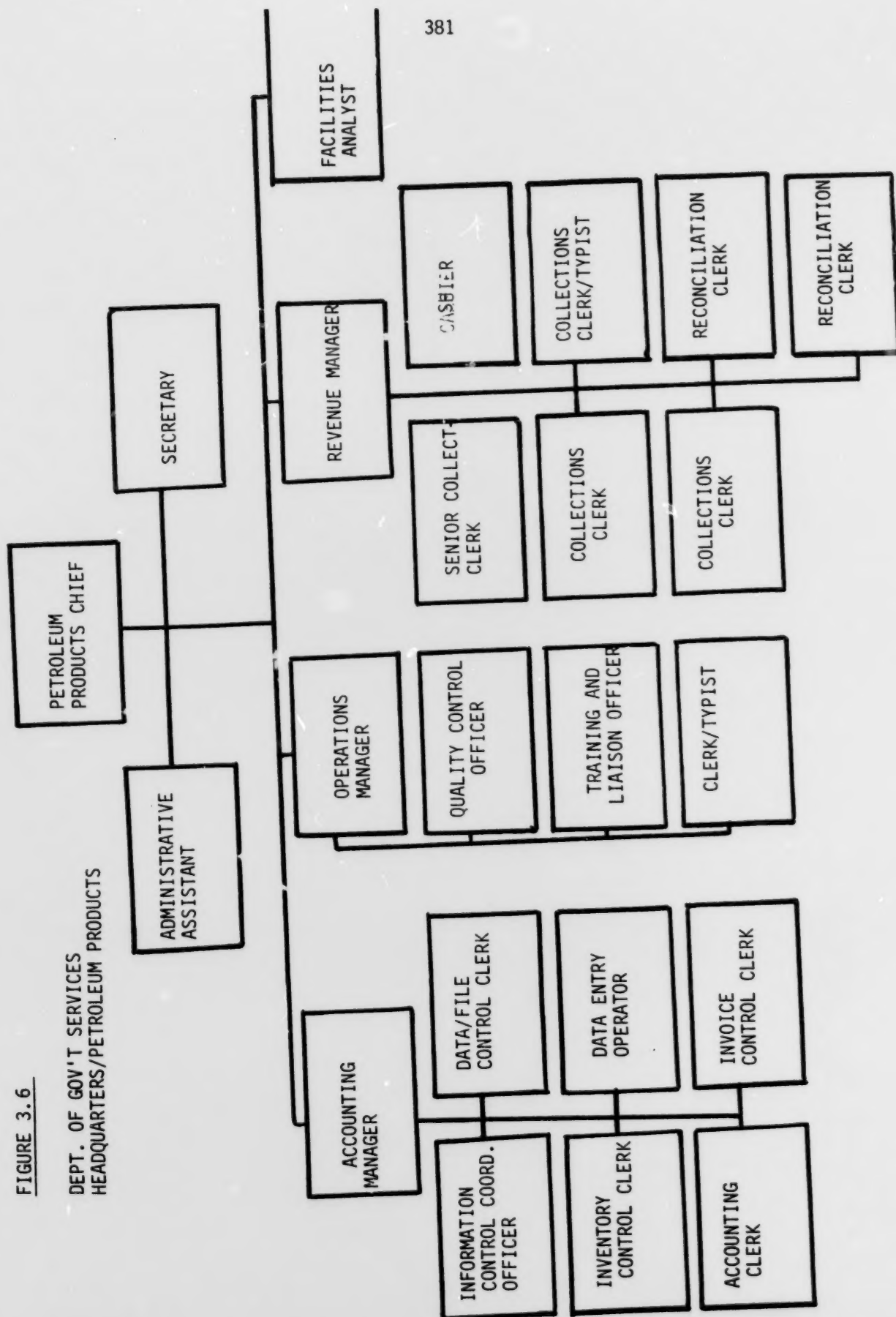


FIGURE 3.7

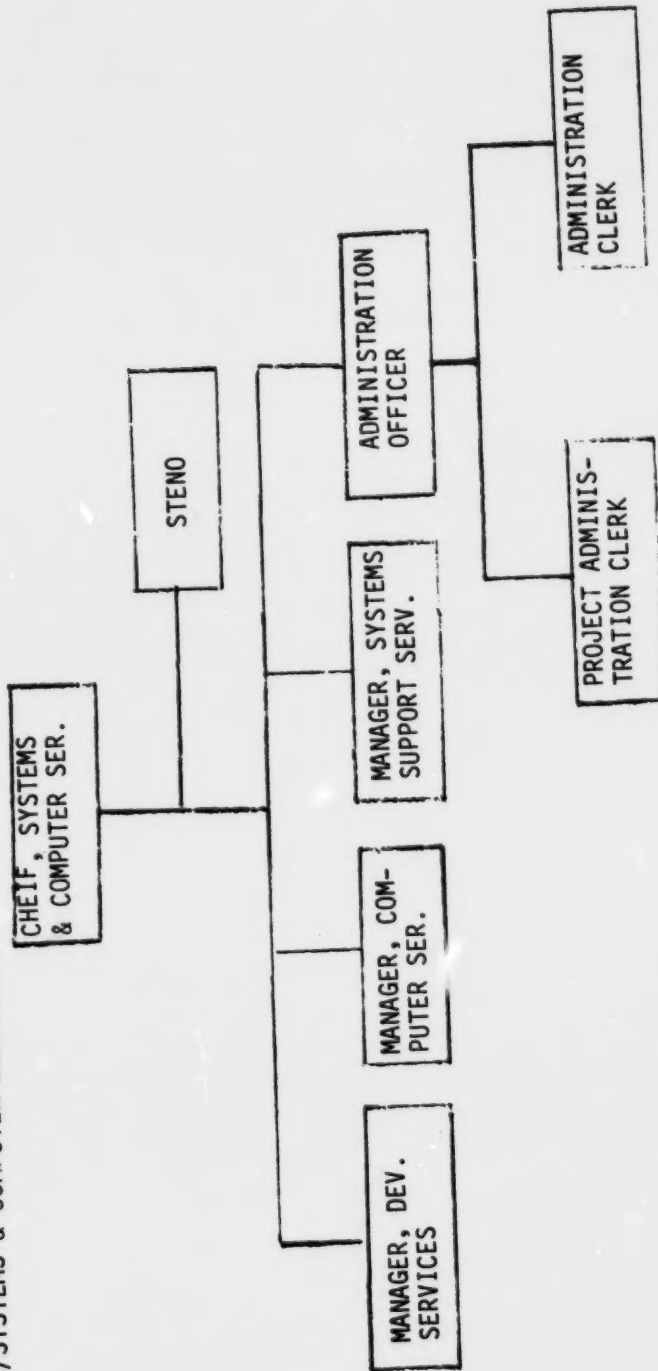
DEPARTMENT OF GOVERNMENT SERVICES
HEADQUARTERS/SYSTEMS & COMPUTER SERVICES

FIGURE 3.8

DEPT. OF GOVERNMENT SERVICES
HEADQUARTERS/SYSTEMS & COMPUTER
SERVICES

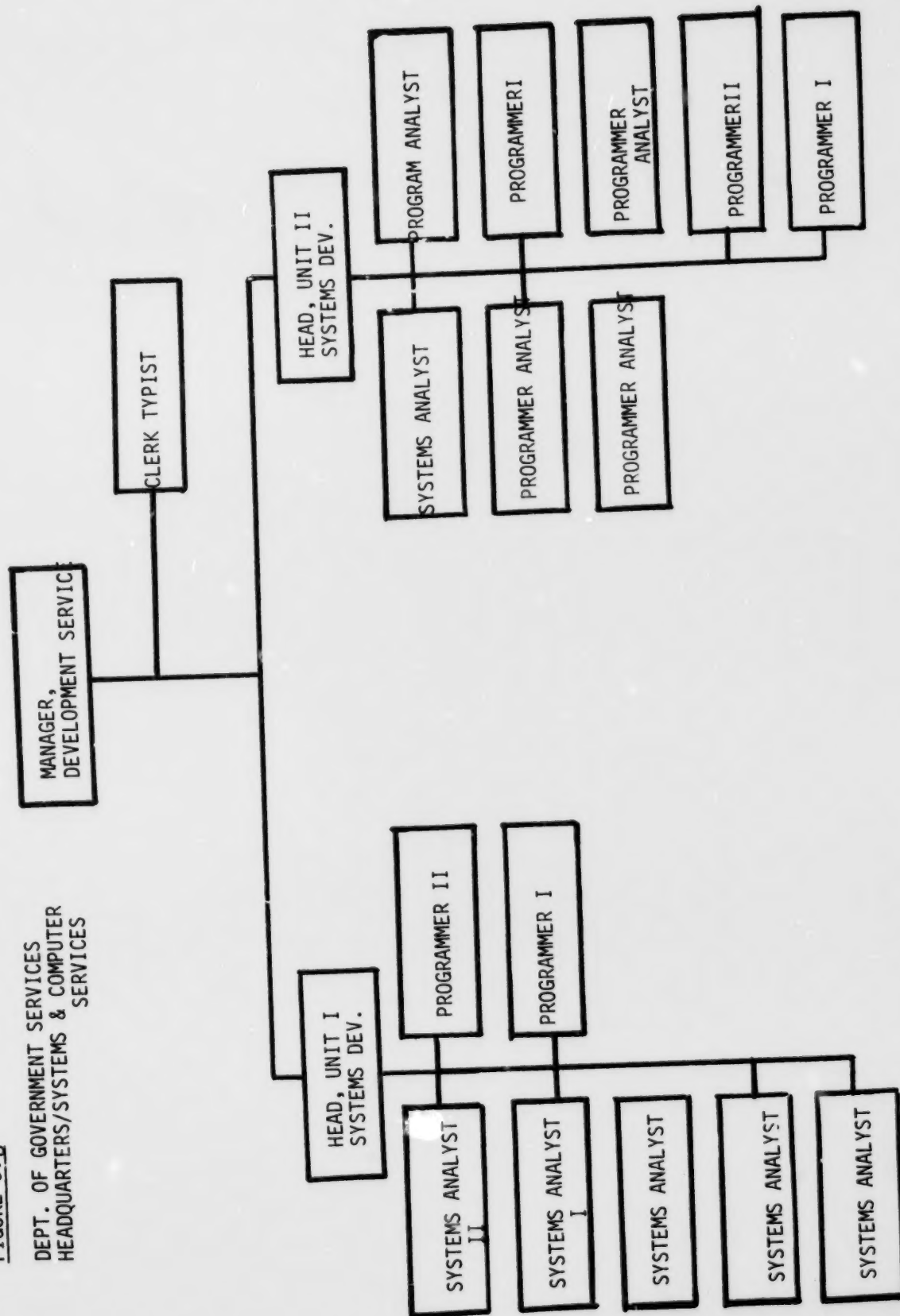


FIGURE 3. 9

DEPT. OF GOVERNMENT SERVICES
HEADQUARTERS/SYSTEMS & COMPUTER
SERVICES

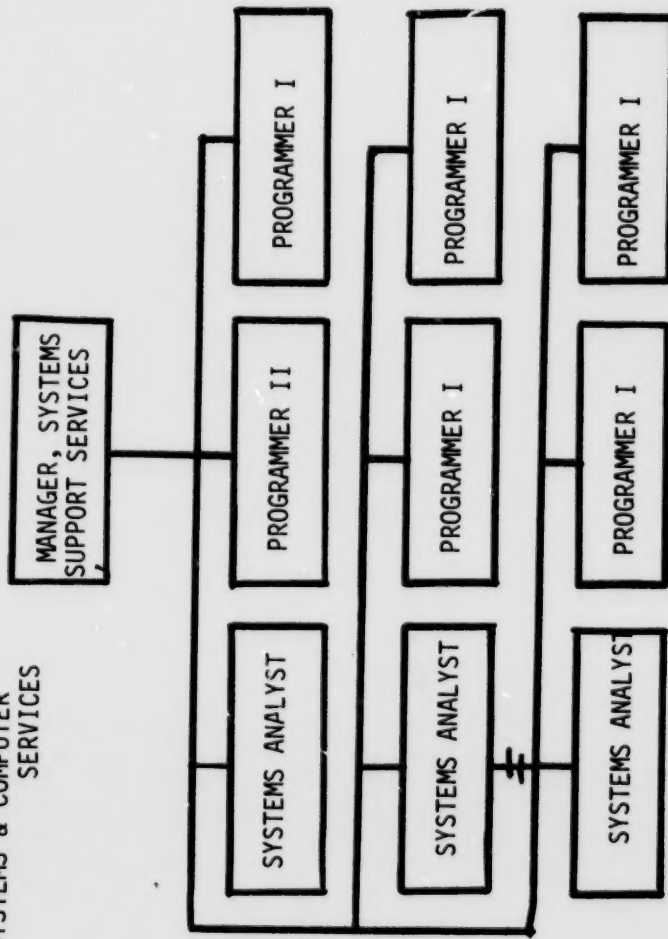


FIGURE 3. 11

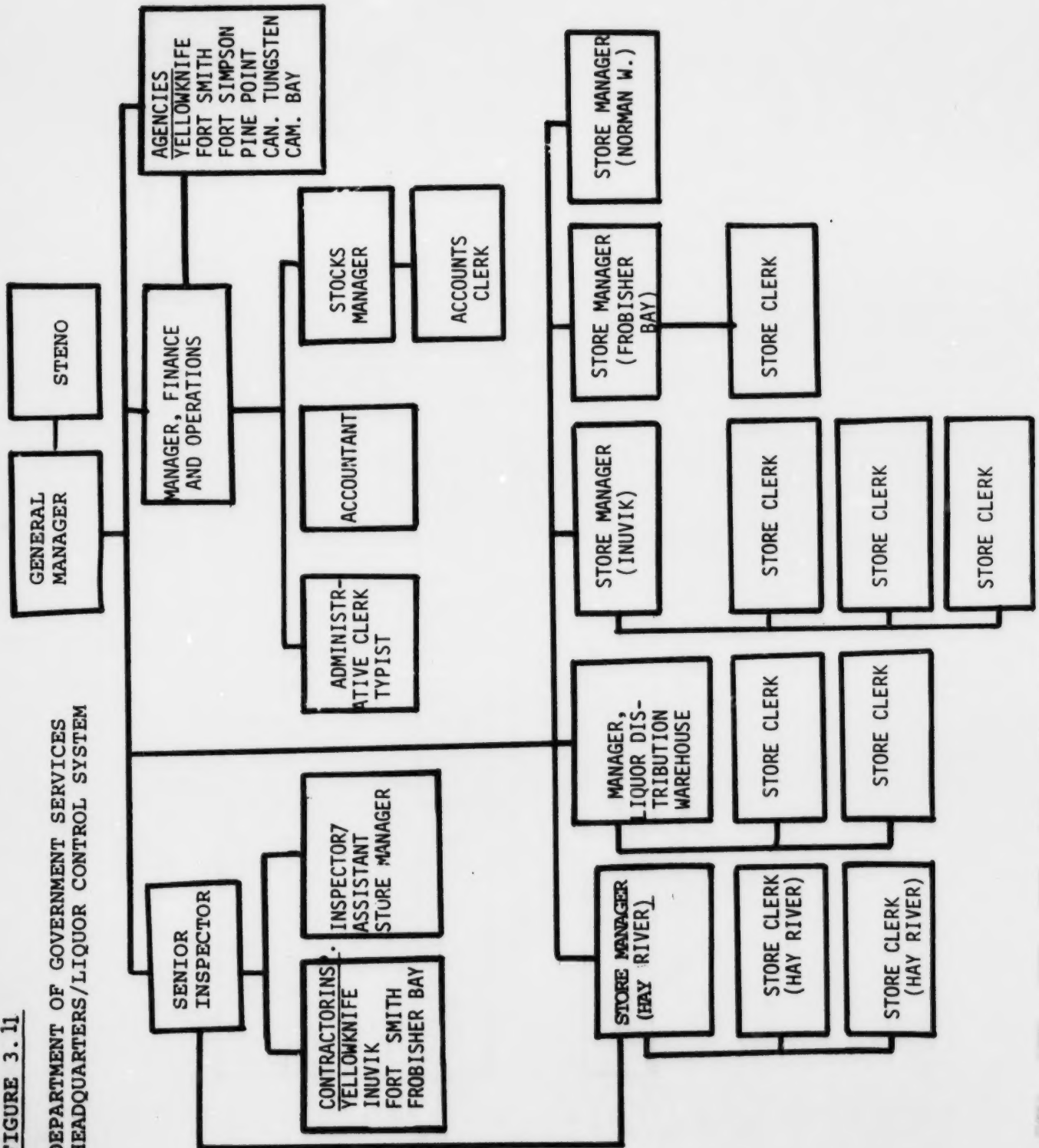
DEPARTMENT OF GOVERNMENT SERVICES
HEADQUARTERS/LIQUOR CONTROL SYSTEM

FIGURE 3.12

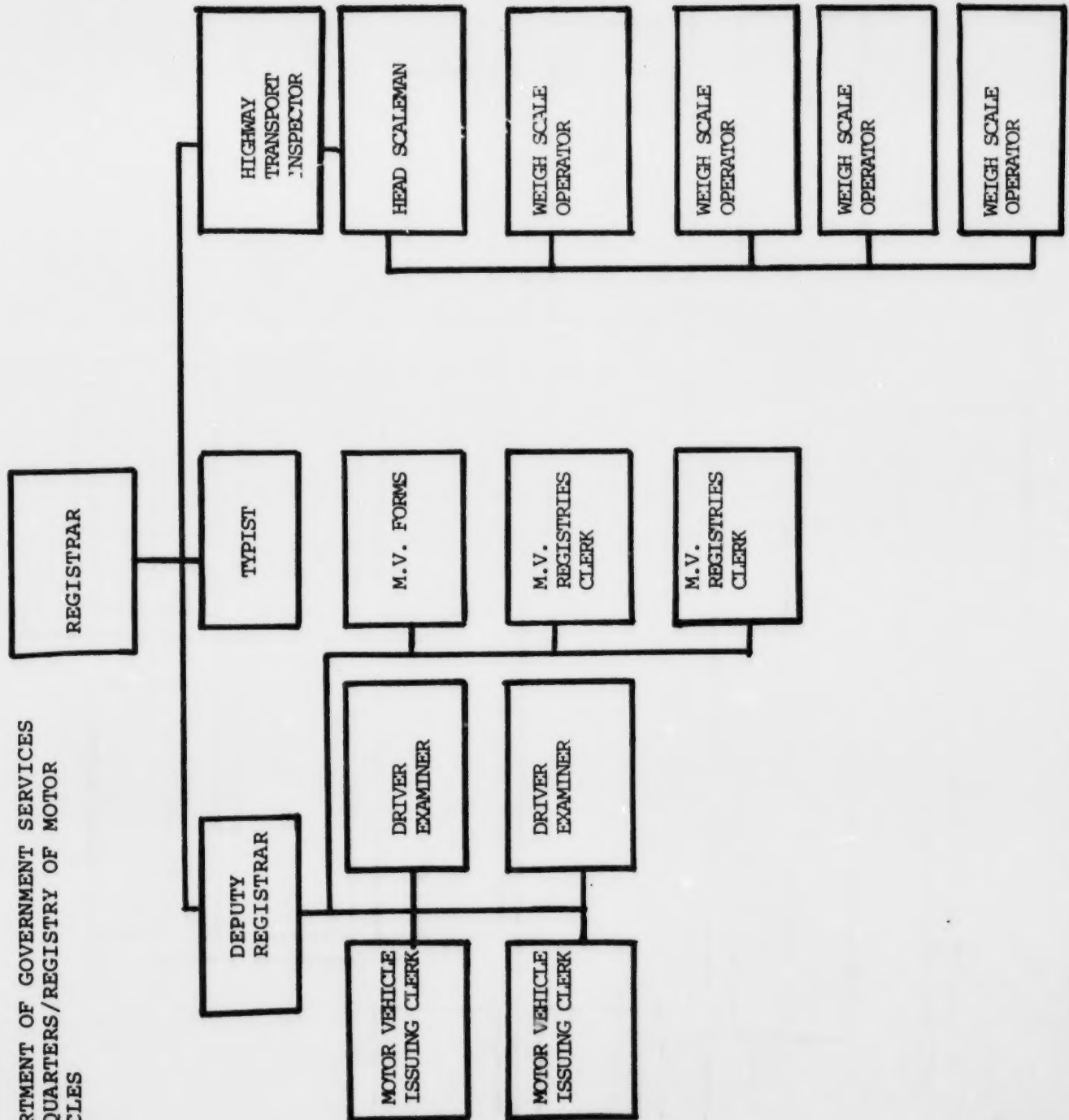
DEPARTMENT OF GOVERNMENT SERVICES
HEADQUARTERS/REGISTRY OF MOTOR
VEHICLES

FIGURE 3. 13

DEPT. OF GOVERNMENT SERVICES
HEADQUARTERS/OFFICE SERVICES

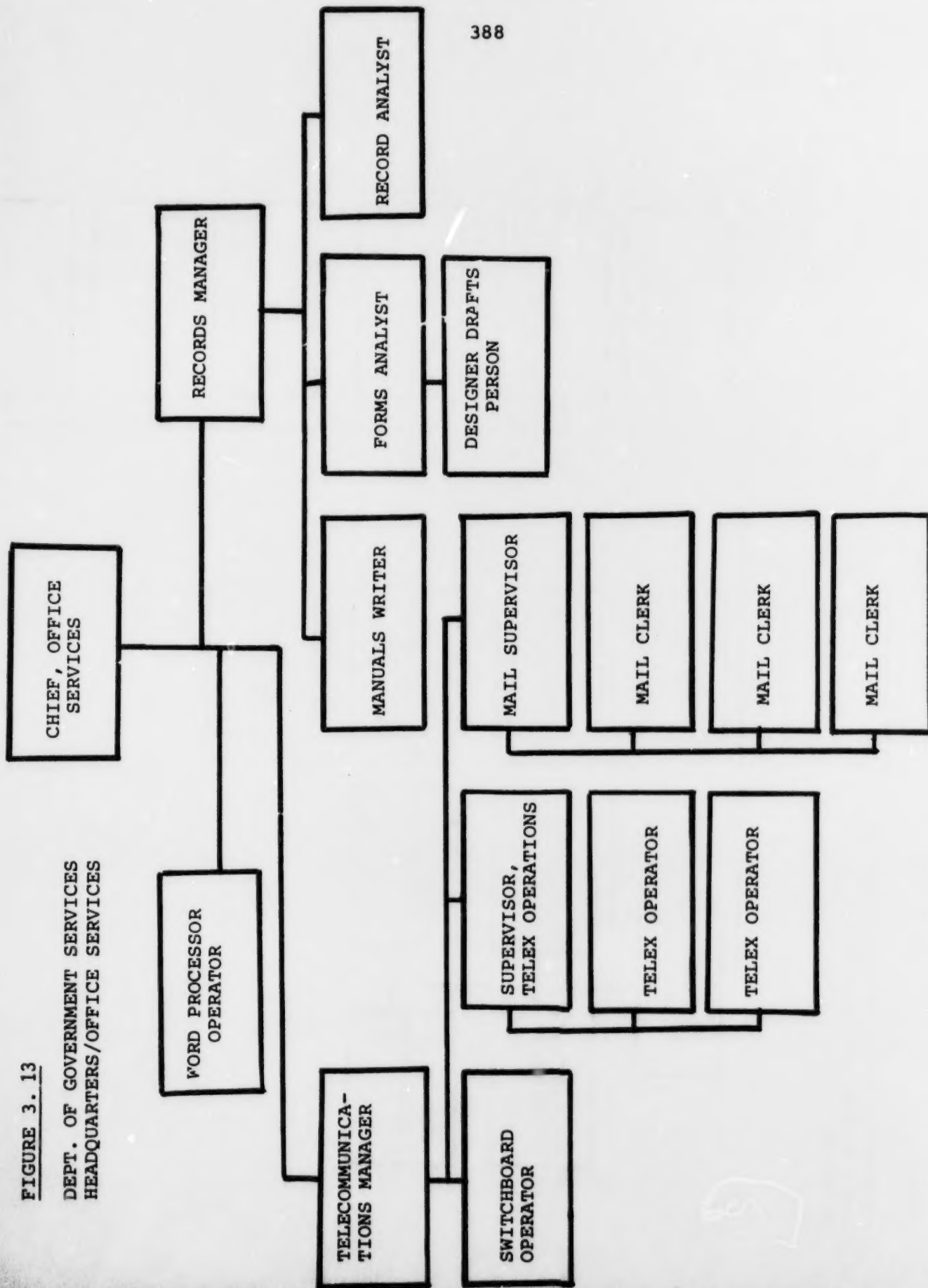


FIGURE 3.14

DEPARTMENT OF GOVERNMENT SERVICES
KITIKMEOT REGION

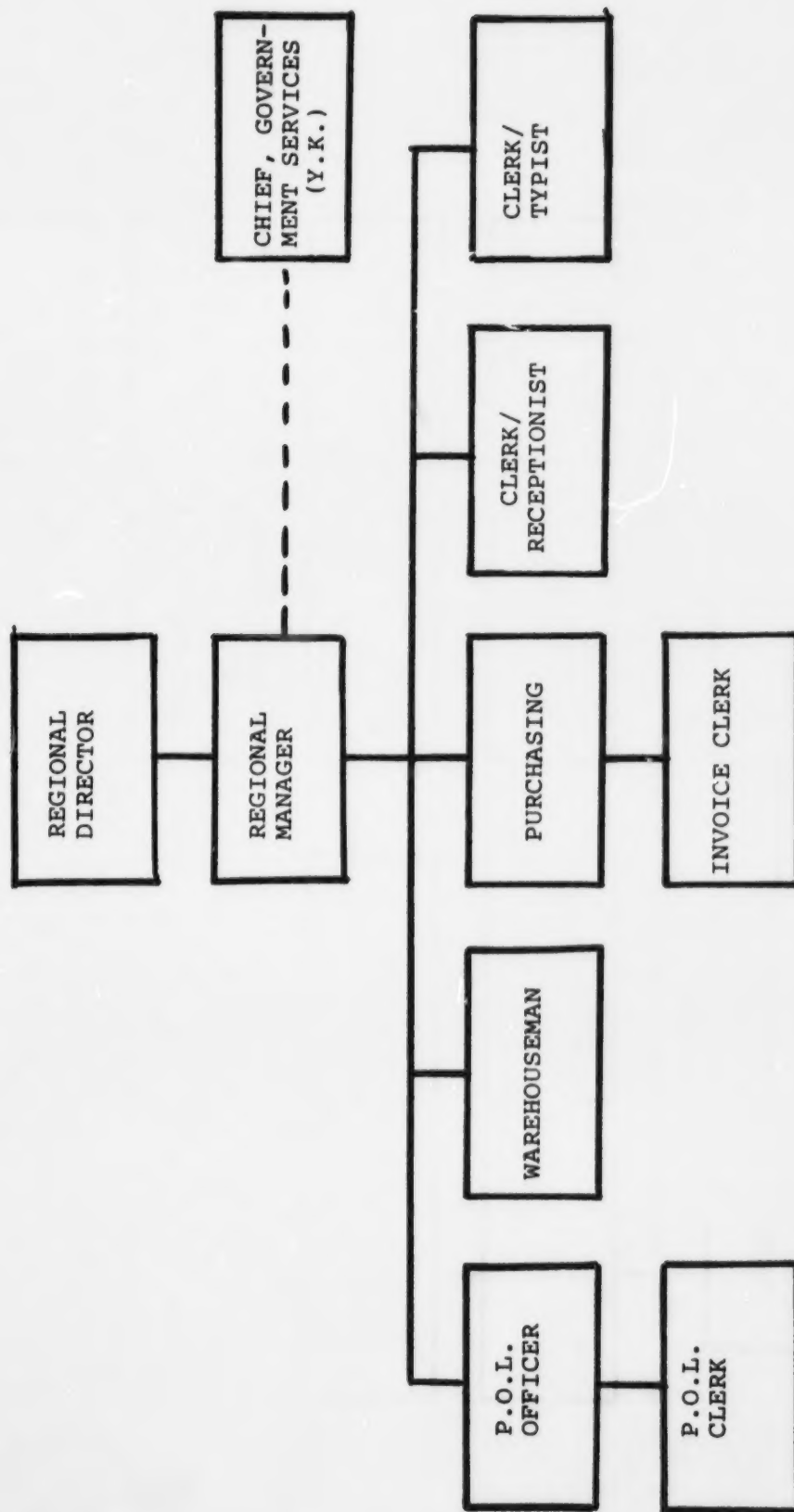


FIGURE 3.15

DEPARTMENT OF GOVERNMENT SERVICES
KEEWATIN REGION

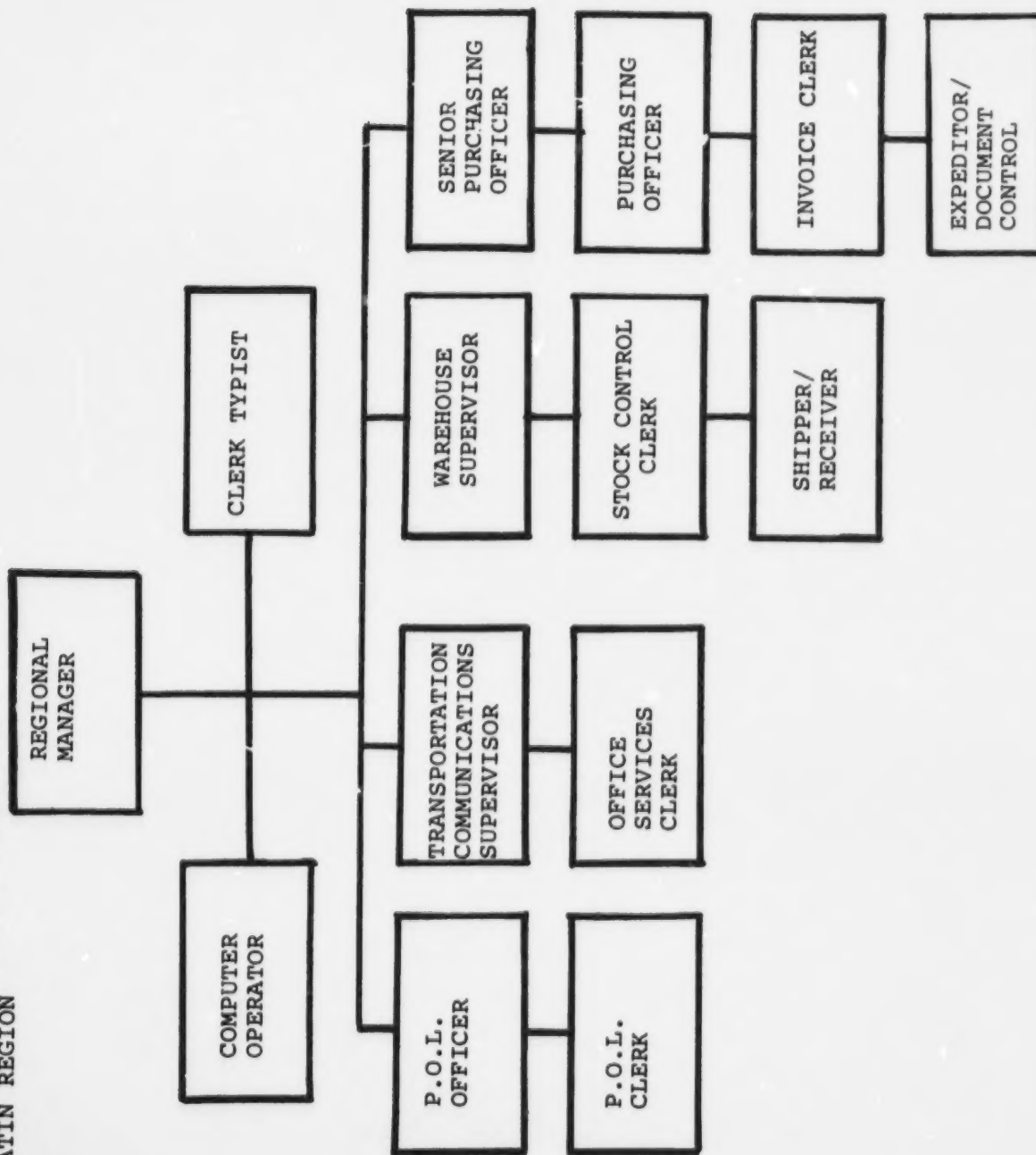


FIGURE 3. 16

DEPT. OF GOVT. SERVICES
BAFFIN REGION

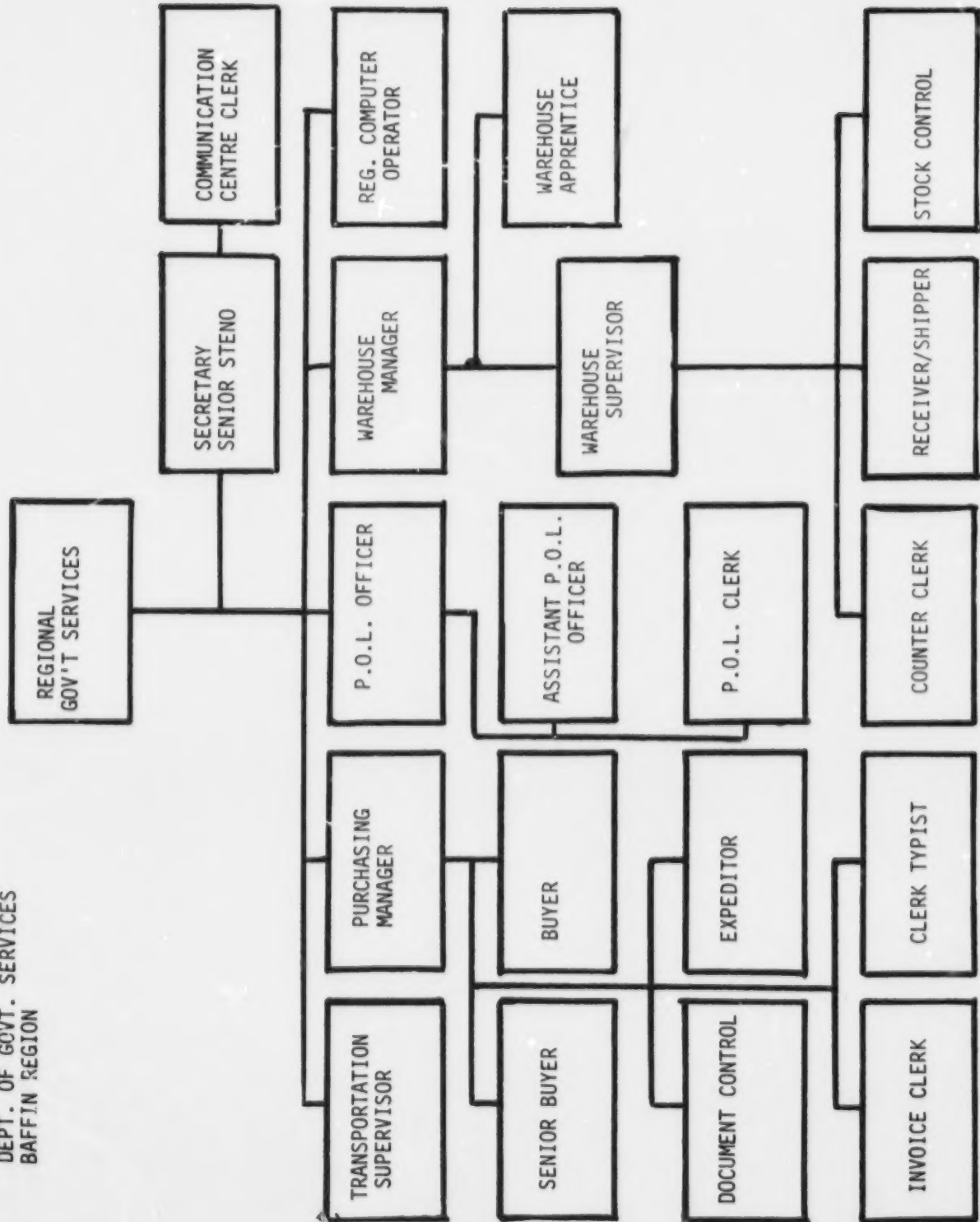


FIGURE 3.17

DEPT. OF GOVERNMENT SERVICES - NUNAVUT
HEADQUARTERS

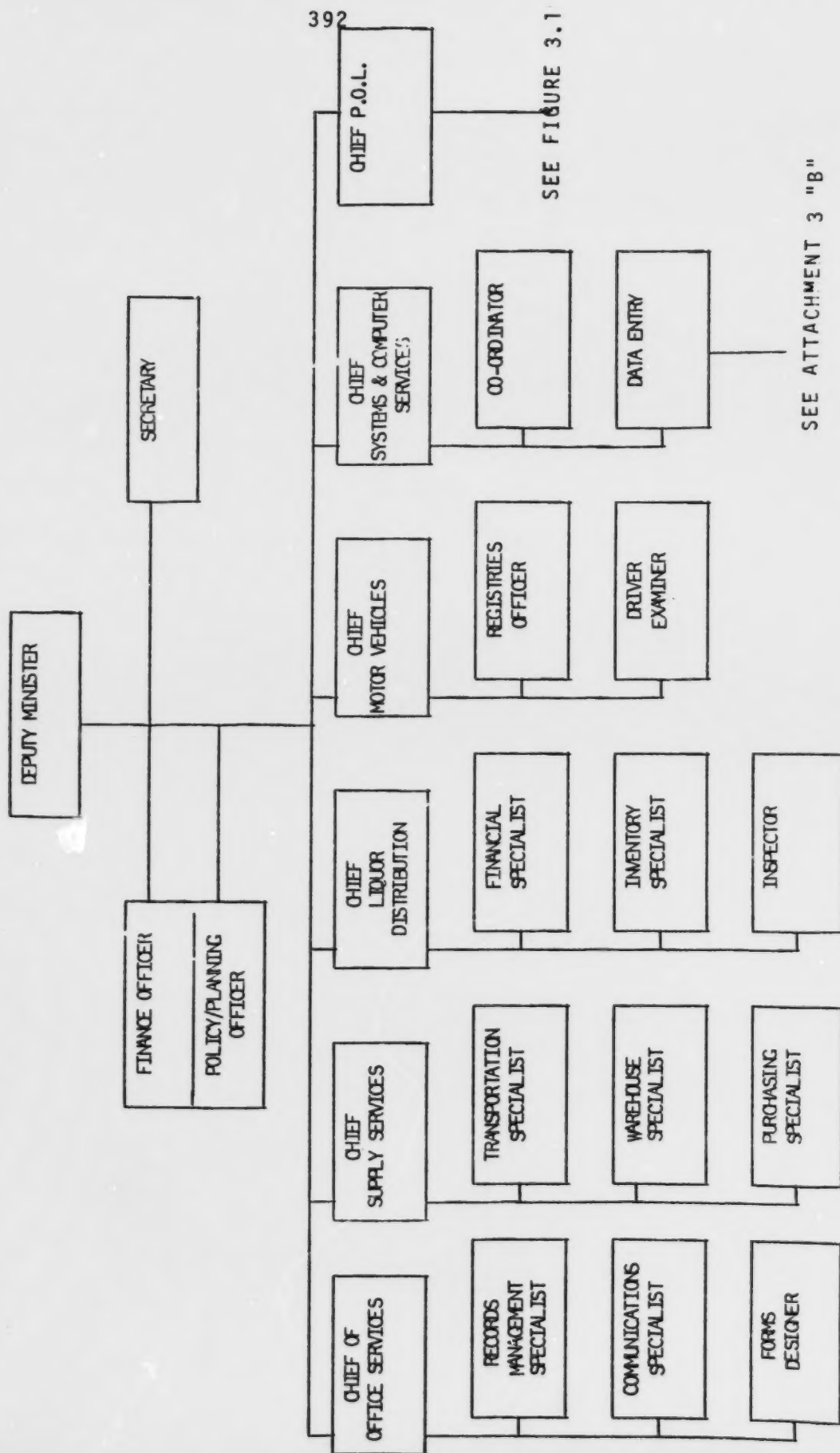
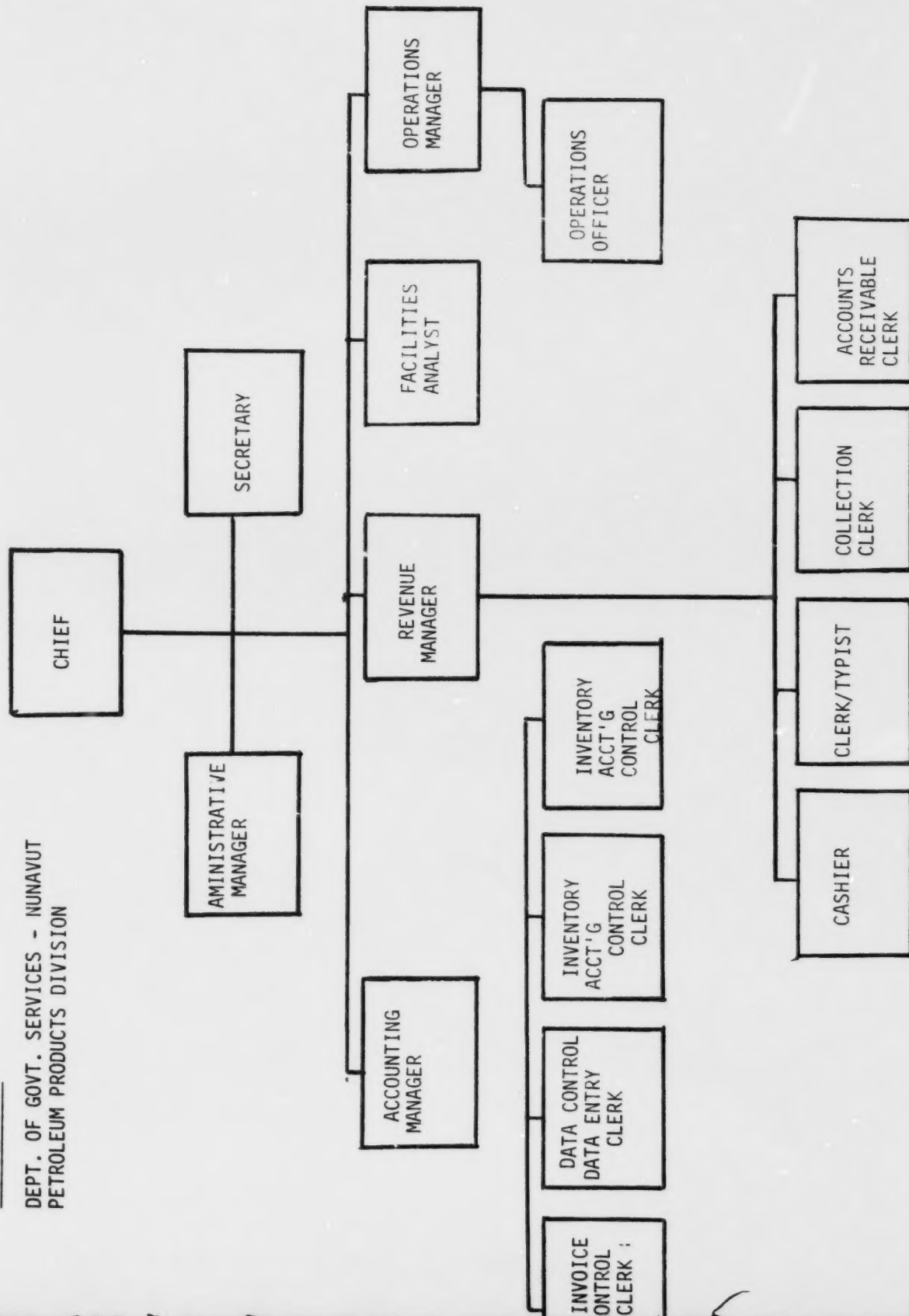


FIGURE 3. 18

DEPT. OF GOVT. SERVICES - NUNAVUT
PETROLEUM PRODUCTS DIVISION





Northwest
Territories

File: 105-1

February 2, 1983

NORM PHILLPOT
POLICY AND PLANS

MANPOWER REQUIREMENTS
SECOND TERRITORIAL GOVERNMENT

As discussed at yesterday's meeting with Mike Whittington and Sheila MacPherson, copies of our most recent organization charts are forwarded for the Departments input.

I have also given some consideration to the level of staff which would be required to meet the new Government's need in the area of computers. It is my opinion that the new territory would make extensive use of the computers and information systems in Yellowknife for the first few years. During that time it would be necessary that two positions be established in the new Government. These would serve as coordinators of the new Government's use of the Yellowknife systems - a focal point if you will. The second person would probably serve clerical and data (report) handling functions. The second position would also serve as backup for the first.

I anticipate that this will meet your needs.

D.W. Wind
Chief
Systems & Computer
Services

DEPARTMENT OF INFORMATIONA. THE CURRENT ORGANIZATION1. Summary

The Department of Information is responsible for the dissemination of information regarding the programs, activities and services being delivered by the Government of the N.W.T. both to northerners and people in southern Canada. The department is also assigned the task of assisting the program departments in informing their clientels about the programs being offered. This is achieved through the provision of services and advice in areas such as printing, publication, graphic design and translation. The Department is also responsible for the administration of the Northern Communications Program and for the management of the Territorial Language Bureau.

The total person year establishment of the Department is 53.6 according to the 1983-84 Main Estimates of which 40 are located in Yellowknife. The bulk of the personnel (30.6 person years) are allocated to the Language Bureau which provides translation and simultaneous interpretation to the various departments and agencies of the G.N.W.T. It might be noted that according to the 1983-84 Main Estimates the person year complement of the department in 1983-84 is significantly greater than the "actual"

staff establishment in the previous year. This is not reflective of a sudden increase in the establishment of the Department, but rather (according to the Director) can be explained in terms of the difficulty in recruiting the holding native language interpreters, and also in terms of the difficulty in staffing specialized positions in the public affairs area while still adhering to the principles of the Hire North policy of the government.

2. Headquarters Activities

a) The Directorate of the Department of Information is responsible for the following:

- i) Management of the day to day operation of the department;
- ii) Advice to the ExCom on public affairs and public relations matters;
- iii) Provision of financial and administrative services to the department;
- iv) Management of the Northern Communications Program in concert with the federal granting agencies.

The total person year establishment of the Directorate is 6.2 all of which are located in Yellowknife.

b) Public Affairs is responsible for the preparation and distribution of information on the activities of government

as requested by the ExCom and program departments. Also the Public Affairs division provides visual aid and photographic support to other agencies and internally. The Public Affairs Division comprises 6.5 person years all located in Yellowknife.

c) The Publications and Production division is the government printing bureau, responsible for publication, printing, graphics and binding of government documents. This division has an establishment of 10.3 and all of the positions are designated Headquarters.

d) The largest division of the Department of Information is the Language Bureau which is assigned 30.6 person years. The Bureau has two sections, one responsible for Interpretation and translation of Dene Languages, and the other of Inuktitut.

3. Regional Operations

The only division of the Department of Information which has a regional component is the Language Bureau. The function of the regional offices of the department is strictly to provide translation (and to some extent simultaneous interpretation) service to the regional directors and the regional offices of the program departments. Currently there are 6.4 person years in the Baffin, 4.1 in the Keewatin, 2.1 in Kitikmeot, 1 in Inuvik and none in Fort Smith.

B. POST DIVISION OPTIONS: DEPARTMENT OF INFORMATION

1. General Considerations

a) The Core Program Activities of this department are Printing and Production and Public Affairs. The former is a function common to all governments in Canada, often referred to as the Queen's Printer. The role is one that should be politically neutral, a condition which is usually achieved by either locating the agency in a big service department or by setting it up as a semi-independent body which is institutionally insulated from the partisan wars in the Cabinet and the legislature. Because the Department of Information in the N.W.T. has evolved in a non-partisan political milieu, and because until very recently the Department has been attached to the scrupulously non-political/non-partisan office of the Commissioner, there has been no need to render the government printing and publishing agency independent of the ExCom. Until political parties emerge there is no reason that the same practice cannot be continued in Nunavut.

The number of person years assigned to these functions is directly related to the amount of information the government and the program departments wish to see disseminated. One might justifiably expect that the amount of such information to be disseminated would be related in turn to the size of the bureaucracy and to the population of the new territory. However,

there are Nunavut-specific factors here that may come to influence the extent of the role to be played by the Department in the post-division context.

First, it must be recognized that the number of programs being delivered to the people of Nunavut are not likely to be fewer than the number being delivered to the people of the undivided N.W.T.. Thus, while the "circulation" of the publications of the Department will undoubtedly be smaller, proportionate to the size of the population of Nunavut, the amount of production, typesetting, and technical assistance required will be very similar to present requirements. Moreover, in a new territory which is attempting to build support for the new community and for the new regime, the amount of information required to establish its legitimacy may turn out to be greater than that required in a more established jurisdiction. Hence, it will be unlikely that Nunavut can scrimp on its commitment of person years to the new Department of Information.

The other side of the coin here is that in a new territory it may well be in the short term that the officials of the new government will opt to farm out their typesetting, printing, binding and even publication chores to outside agencies. In this case the number of technical person years required on permanent strength could be reduced considerably, although the O&M budget for contracting the work out would increase substantially.

The Public Affairs component of the core program activities of this department is tinged with politics by its very nature. Because until recently the role has been seen in terms of political education and political integration in a system that is avowedly based on consensus there have not been any serious charges of partisan bias against the Department of Information. If and when partisan politics move into the territorial arena(s) the challenge to a Department of Information of:

- 1) remaining neutral in the face of partisan demands by a minister; and
- 2) appearing neutral to an opposition that expects partisan bias from a department headed by a minister, may prove to be ulcer-producing to its Director. (The experience and ultimate failure of the Federal Department of Information is a convincing case in point).

Hence the long run solution to these potential problems may be to create a Press Secretary (or more pretentiously, a Press Secretariat) which is attached directly to the ExCom and which is expected to be partisan, and to delegate the more neutral role of informing the public about the programs offered to it by the various departments to the departments themselves. (The latter, in a small government such as is anticipated in Nunavut would be extremely inefficient in terms of economies of scale.)

In short run, therefore it seems likely that the best solution will be to simply replicate the functions of the current Department of Information with whatever reductions in

size can be afforded given the Nunavut-specific information requirements and to retain such a system until partisan politics emerges in the new Territory.

b) The only program that can be considered ancillary in the Department of Information is the Language Bureau. Essentially translation is usually simply viewed as a service to the line department of a government and is not necessarily linked to the Public Affairs and Government publications role. Clearly one of the more significant consumers of the translation service will be the core program activities of the Department of Information, but there is no transcendent logic in physically locating the Bureau in this department. It could as easily be located in the Department of Government Services, attached directly to the Ex-Com, or even given semi-independent status reporting through the Speaker of the Legislative Assembly; some of these options will be dealt with in a later section of this report.

The major Nunavut specific factor that applies here is that there will be little or no need for Dene language interpreters and translators. The Inuktitut language interpreters are already well established in the G.N.W.T. and it is unlikely that at least initially the division of the Territory will require substantially more of them than are currently on strength.

c) The Administration Support activities are provided to the Department by the Administration Division. The person

year requirements of this division are directly related to the size of the department as a whole. As such with a reduced Department of Information in Nunavut, it is to be expected that the Administration and Finance Branch of the new department will be smaller proportionally to the person year establishment of the new department. More specific program support is provided to the core program division by the Audio Visual and Design sections of the department. The person year requirements of these sections in the new Territory will be directly related to the size and activities of the Nunavut department. Negative economies of scale can be expected to play a role here when the specialized nature of many of these activities is taken into account.

2. The Department of Information: Nunavut

As can be seen from the chart, the basic difference between the Department of Information, N.W.T. and its proposed counterpart in Nunavut is that generally the latter is reduced in size and specifically its Dene Language component has been deleted. In order to reduce the staffing problems at the more senior levels the Nunavut department does not have an Assistant Director. The need for such a position is considerably less in any case due to the smaller size of the department and the already narrow span of control in the N.W.T. organization.

The Finance and Administration function is assigned to a single officer who has an assistant. The latter would be expected to share some of the stenographic workload of the Department with the Clerk Typist, but in general terms the ratio of typists to line personnel in a department such as this can be higher given the fact that most of the interpreter translators will be doing their own typing.

The person year establishment recommended for the new department is identical to that assigned Inuktitut language responsibilities in the existing department. When these are added to the significant number of positions in the Nunavut Regions committed to interpretation and translation this number of personnel should be able to carry the initial load in the immediate post division period. If it turns out that there is a heavy short term demand for translators to convert G.N.W.T. documents into Inuktitut this could conceivably be alleviated through the use of casual or term employees.

The office of the Territorial Printer has been reduced only slightly in terms of person years because of the specialized nature of those positions. If the new government decides to do its own printing, typesetting, and binding it will need a least one person with each of these specialized skills on permanent staff. On the other hand, if Nunavut decides to get by with contracting these jobs out to private sector or southern agencies, all that would be required is a "Publications Officer" to oversee the contracts and to assist the Director in

establishing priorities and timetables for publication. We have recommended only one Design Specialist for Nunavut, but the priorities of the Eastern Legislative Assembly might be such that either more, or at the other extreme, none of these specialists would be required in the immediate post division era.

In the case of the Public Affairs function of the department for reasons stated above it was difficult to come down with a firm recommendation as to the appropriate establishment. Where the current department has seven person years committed to Public Affairs and Audio Visual support personnel, we have recommended trying for two Public Affairs Officers and one Audio Visual Support Technician, the latter hopefully having some training in photography. The reason for such a "lean" scenario is the demonstrated difficulty of recruiting qualified personnel to fill such positions even in the N.W.T. today. The problem will be even more difficult when one considers that such positions are extremely sensitive ones, culturally, and linguistically, and require individuals with a high degree of sensitivity to the specific issues and problems of the Eastern Arctic as well as the fairly technical skills associated with the public affairs profession.

The key point with respect to our model for a Nunavut Department of Information is that the programs being delivered are all highly charged politically. The decisions as to the relative priority assigned to such activities are best left to the elected representatives of the new Territory. There

simply are no technical answers here as there are with many of the line departments of government.

FIGURE 4.1

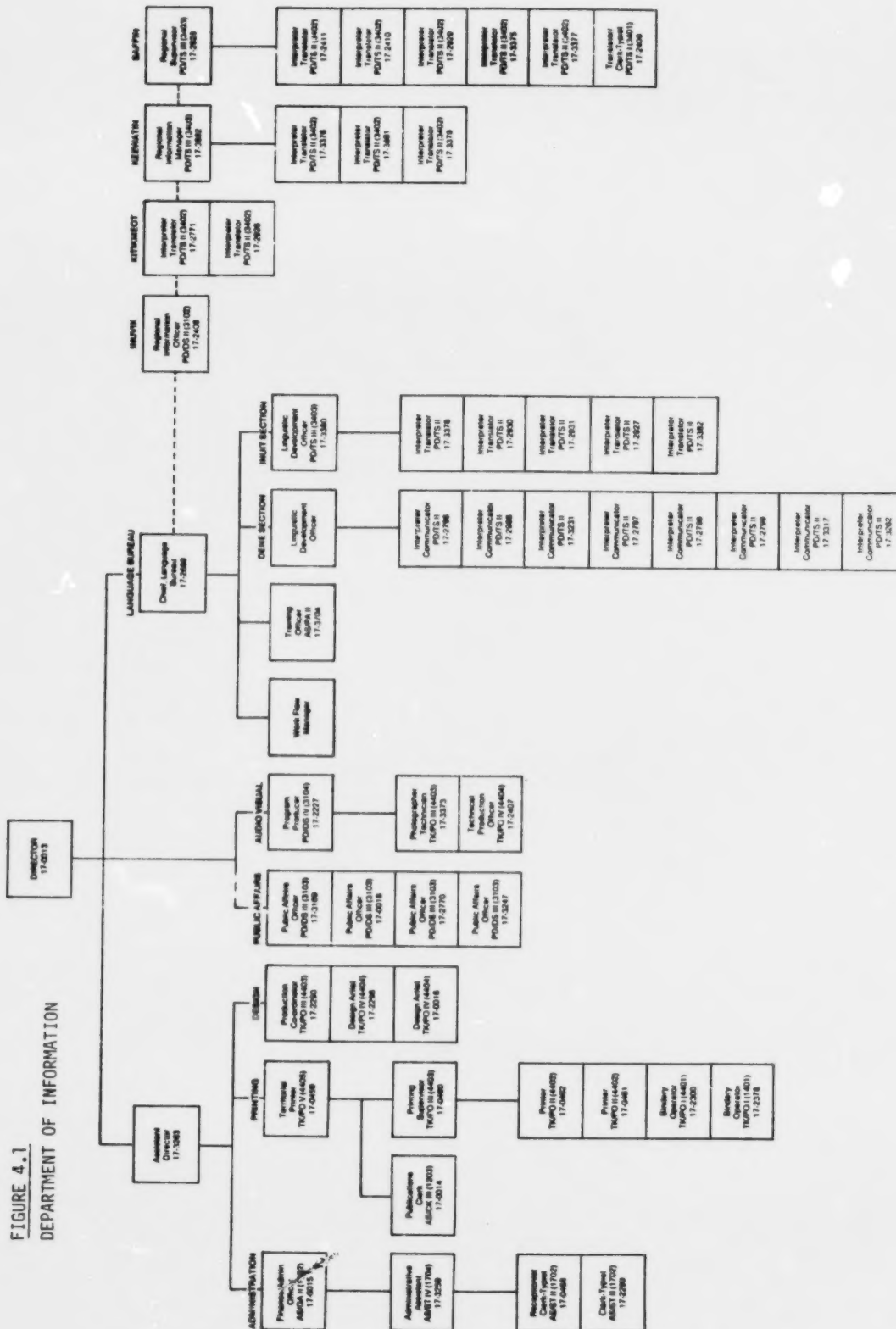
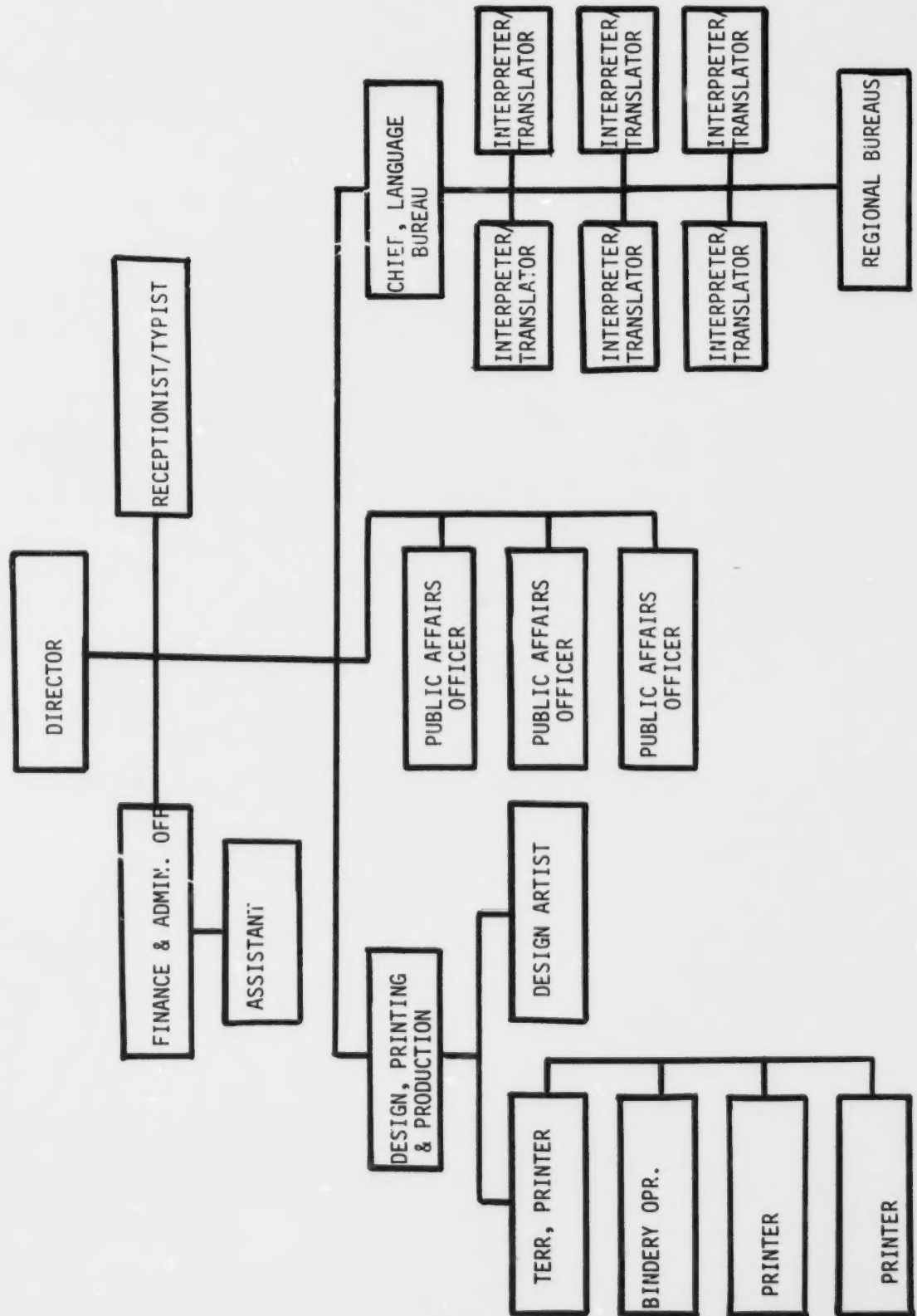


FIGURE 4.2

DEPT. OF INFORMATION - NUNAVUT





DEPARTMENT OF PERSONNEL

A. THE CURRENT OPERATION

1. Summary

The Department of Personnel performs most of the standard personnel administration functions for the government of the N.W.T. as well as bearing the responsibility for negotiating collective agreements with the employee associations. The Department is currently unique in that it is the last department to be headed by the Commissioner. The Department is quite centralized, with 45 person years in headquarters and a small personnel component located in each of the regional offices. It should be noted that the 1983-84 Estimates show 107 person years in headquarters but this figure includes some 65 trainees. Thus, the total establishment of the Department of Personnel is approximately 73 including the regional offices.

2. Headquarters Activities

a) The Directorate is responsible for the day to day operation of the Department and for advising the Executive Committee on personnel matters. The Estimates include all of

the regional personnel of the Department under the directorate, although at headquarters there are only two person years, the director and a secretary in this activity area.

b) The Systems and Administration division of the Department of Personnel is responsible for the provision of internal financial and administrative support for the program divisions and also for the development and management of the government wide Personnel Information System, known as PINGO. This division is very small, being composed of but four person years.

c) The Staff Relations Division consists of two branches, one responsible for Compensation Development and the other for Labour Relations. The Labour Relations branch in turn is broken down into the Labour Relations section and an Employee Benefits section. The Staff Relations Division is also responsible for housing and removals, managing the allocation of staff housing and the administration of all removals. This latter function is carried out to large extent in the regions and in the HQ components is allotted but one person year, an accommodations clerk. This is the biggest division of the Department of Personnel and it has the widest range of program responsibilities.

d) The Personnel Services Division has the responsibility for staffing the public service of the G.N.W.T. and for

classification policy matters. The division is divided into two sections, one of which performs the staffing and classification function for the schools, and the other of which looks after general staffing and classification matters within the rest of government. The two branches are not functionally specialized nor is there within each branch any distinction between officers performing the staffing function and concentrating on classification analysis. The personnel officers throughout the personnel services division are generalists.

e) The Staff Development and Training Division has two branches or sections.

- i) The Office of Native Employment is responsible for promoting employment opportunities for native northerners both within the territorial public service and throughout the territory. The Office develops and implements training programs for native northerners and provides career development counselling to native employees of the G.N.W.T.
- ii) The Staff Training Section co-ordinates courses for public servants both in the regions and at headquarters. It also administers the educational leave program

and is responsible for the monitoring of the Performance Appraisal system. This section also is responsible for the In-Service Training program. This is oriented towards long-term northerners and gives them the opportunity to upgrade their managerial skills through on the job training and through attendance at postsecondary institutions.

3. Regional Operations

Each of the Nunavut regions has a small personnel component (four in Kitikmeot, five in Keewatin, and seven in Baffin) which is quite self-contained and operates independently of headquarters in many personnel matters. The personnel officers in the the regions are all generalists and deal with most of the personnel functions equally. From interviews with regional personnel managers it was clear that the regional offices work much more closely with the regional directors than they do with the headquarters component of the Department of Personnel and that for the most part the personnel functions could be still further decentralized. The exceptions here would be broad policy and planning co-ordinative roles that are inherently centralized

responsibilities and the overall responsibility for negotiating collective agreements. The training function is fairly well centralized at the present time but it was felt that even this role could be significantly regionalized.

B. POST-DIVISION OPTIONS: THE DEPARTMENT OF PERSONNEL

1. General Considerations

a) It is not possible to distinguish "core programs" of this department from ancillary ones because all of the activities are in fact ancillary services to the line departments of the G.N.W.T. There are few Nunavut-specific factors to be taken into account except for the general one pointed out before with respect to other departments - that the training and development component of the Department of Personnel will likely have to be larger than simply proportional to the reduced size of the Nunavut Territorial Government because of the unique "cross-cultural" training requirements of the new eastern territory. Also, in the general area of staff development and training it must be considered whether the Office of Native Employment will be necessary in a jurisdiction where 80% of the population is "native". All in all it would seem better to place additional person years in the training component generally than to

single out specific personnel for the co-ordination of "native employment programs".

While Nunavut specific variables will not weigh heavily in our planning for the personnel function in the new territory, the current structure of the Department of Personnel in the N.W.T. is in need of reform already and some of the problems and contradictions of this existing organization might profitably be removed at the outset in Nunavut. These bear further discussion before moving to an elaboration of the appropriate structures for Nunavut.

Perhaps the most notable idiosyncrasy of the Department of Personnel today is the fact that it alone of the major department of the G.N.W.T. still reports directly to the Commissioner. This is clearly an obstacle on the road to full responsible government, and will have to be changed at some point in the near future if the aspirations of northern political leaders are to be realized. However, the retention of the Commissioner's direct role in the direction of the Department of Personnel is more than simply an anachronism. It has been kept in this single case because some of the central functions of the Department of Personnel - those tied to staffing, promotion, appeals etc. - are prone to political manipulation. In all southern jurisdictions and in the Yukon these responsibilities have been vested in an independent Public Service Commission (or Civil Service Commission) in

order to maintain the merit principle in public service staffing matters and to avoid the potential intrusion of political patronage into personnel matters. The point has been accepted in the N.W.T. that such sensitive personnel functions should not be placed under the direct responsibility of a minister and that until such time as a territorial public service commission can be appointed, the Commissioner of the N.W.T. whose position is not political, is a "safe" interim head.

The other anomaly in the current Department of Personnel is the manner in which various personnel functions have been combined organizationally. The most notable example of this is the linking of Employee Benefits with the Staff Relations Division. In most jurisdictions elsewhere in Canada, the responsibility for superannuation matters and for employee counselling is placed either in a different department entirely or at least in a separate branch. There is potential contradiction in that the division of the department that must function adversarily vis-a-vis the employee associations in collective bargaining must also counsel employees as to their rights to superannuation, etc.

The other potentially significant idiosyncrasy in the Department of Personnel is that the classification function is separated from compensation development. These roles are inextricably tied operationally and both linked, at least,

indirectly (because they are management prerogatives) to the negotiation of collective agreements with employee associations.

b) Program Support - the only program support activity is that currently performed by the Systems and Administration Division which is very small and suffices to support the program delivery activities of the Department of Personnel in an effective manner. With a much smaller public service in Nunavut, the decision will have to be taken whether to implement the Manpower Inventory System currently in place (PINGO) in the east or to make do with less elaborate "manual" systems. In the event the government of Nunavut opts for PINGO (the senior officer in this area currently attests to the fact that transferring the existing system would not in itself be difficult) the person year component of the Systems and Administration branch could not be significantly reduced from its present size.

2. The Department of Personnel: Nunavut

Given that the public service of Nunavut will likely be somewhere in the range of 40% of the current size of the Government of the N.W.T. and given that the person year requirements of a service department such as Personnel should be sensitive primarily to the size of the bureaucracy it is

serving, we have recommended a Department of Personnel for Nuanvut that is slightly less than half the size of the current one in the N.W.T.. As can be seen from Chart 5.6 Page 422, the staff training and development division is significantly larger than proportional to the current one, especially when it is recognized that the native employment function has been deleted. In a tight situation, it would be possible to get the Government of Nunavut underway with a much reduced training staff than we have proposed, but in the long run this component will have to be fairly large.

Similarly, because staffing will be one of the major concerns at the outset in Nunavut, we have recommended a staffing component that is larger than proportional to the current staffing component. For the reasons stated in the above section, we have recommended that the staffing section be organizationally discrete so that it will be possible without much reorganization to transfer these person years to a public service commissioner. The employee benefits section has been placed in the same division as staffing only because in a small public service a separate division cannot be justified and because this "service to employees" role should not be tied to the "bargaining with employees" role of the staff relations division.

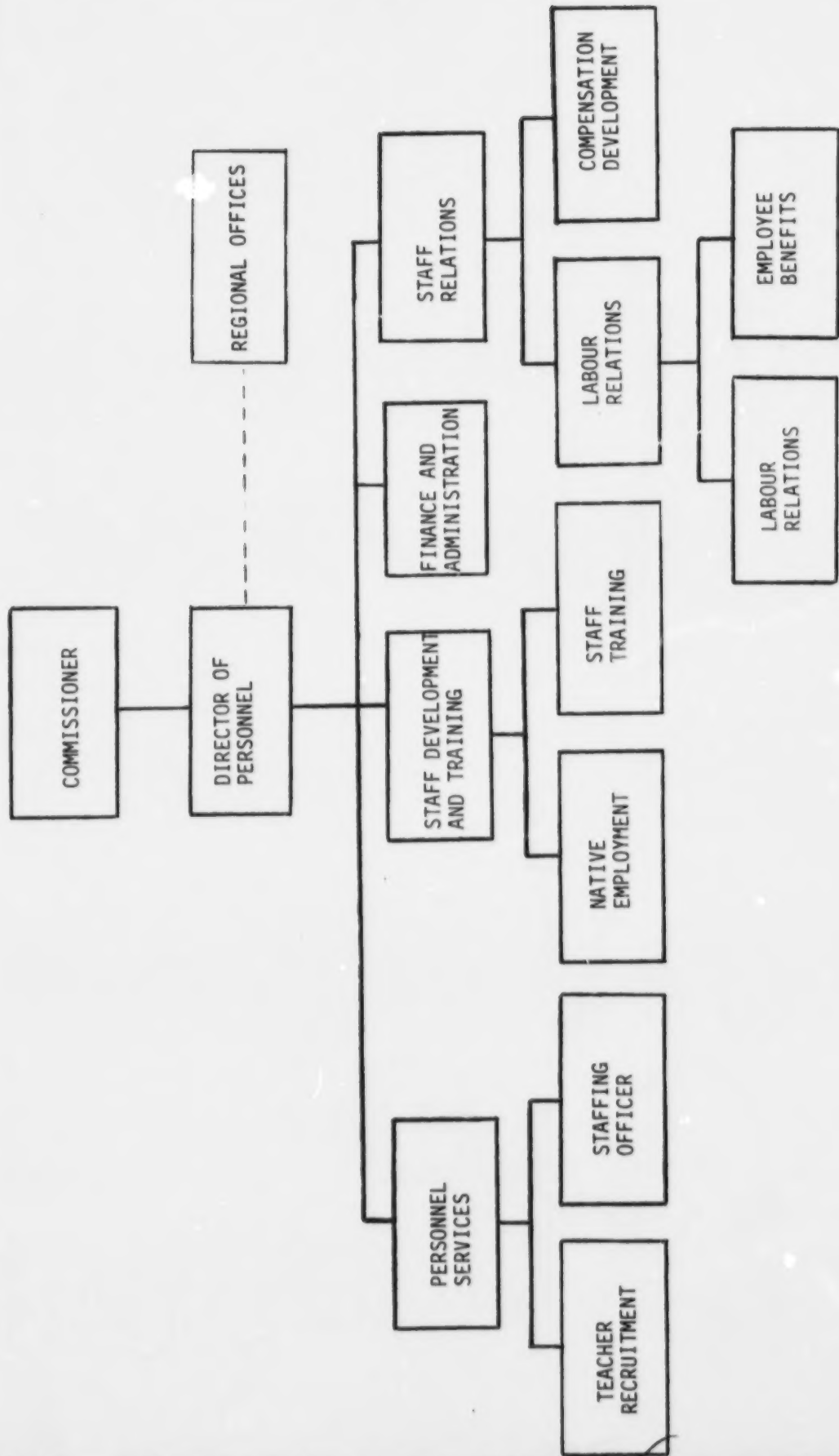
We have created a new division, which because it will function as the "employer" or as "management" in collective

bargaining with employee associations, we have named Management Services. In this division are located the three management-side functions of labour relations, compensation analysis, and classification. Ultimately, this function of "public service manager" may be transferable to a different portfolio, but the pros and cons of this option will be discussed in more detail in a separate section (see section IV).

In the current Department of Personnel, there is one accommodations clerk, and we have tentatively recommended that this position be retained for Nunavut. However, if a "leaner" Department of Personnel is indicated for Nunavut, this position could likely be deleted. Basically, the allocation of accommodation and the co-ordination of removals is a regional function in the existing system, and it might be possible for the Supervisor of Employee Benefits to provide whatever headquarters input is required along with his/her other supervisory responsibilities (assuming, of course that the new capital is in a current regional administrative centre, where an accommodation clerk is already based).

The Finance and Administration Division is reduced to a single finance officer and a clerical person. This would likely be adequate at the outset in Nunavut unless the Government of Nunavut should opt for a centralized and computerized Personnel Information System.

FIGURE 5.1

DEPARTMENT OF PERSONNEL
HEADQUARTERS/SUMMARY

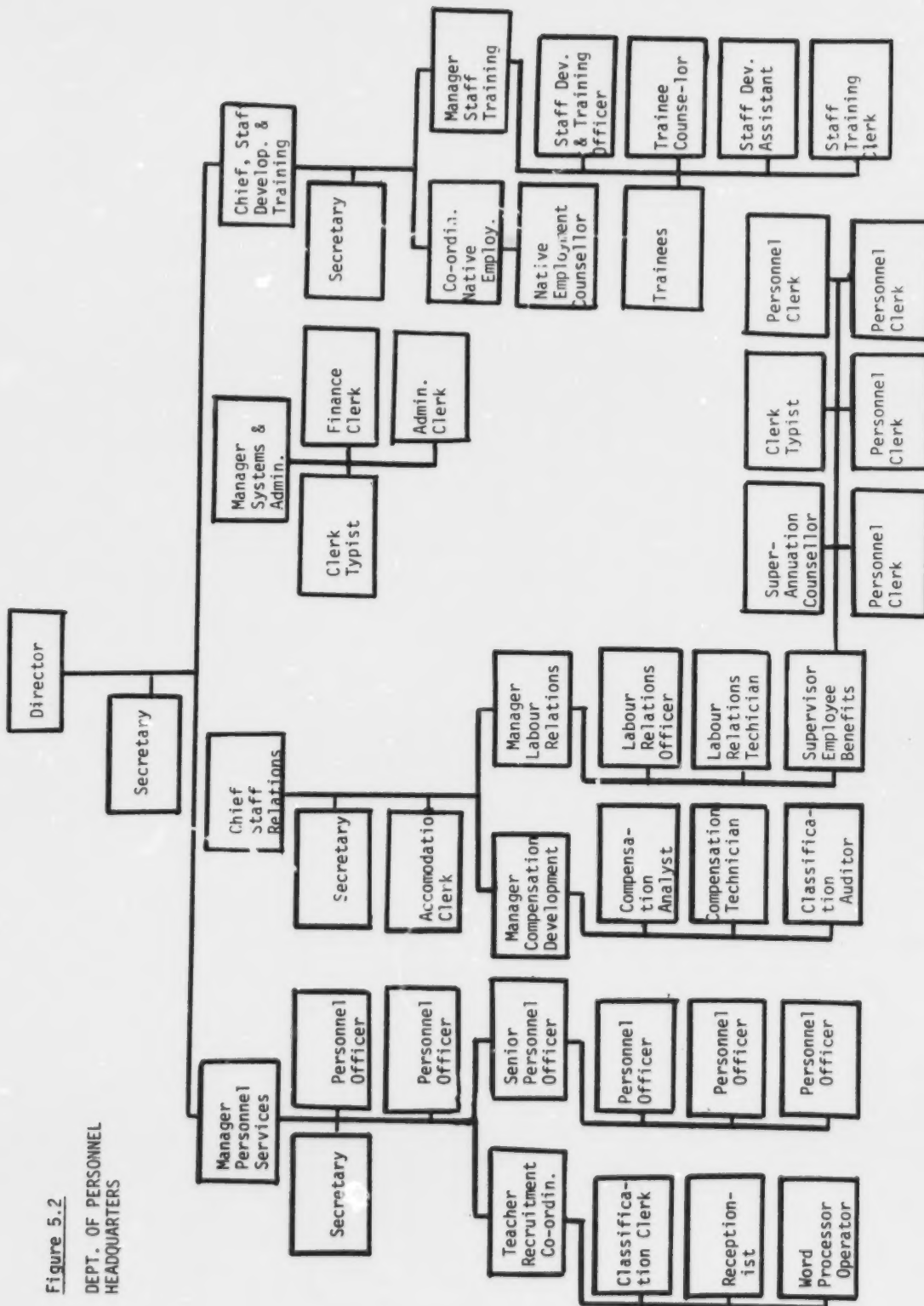


FIGURE 5.3

DEPARTMENT OF PERSONNEL
KITIKMEOT REGION

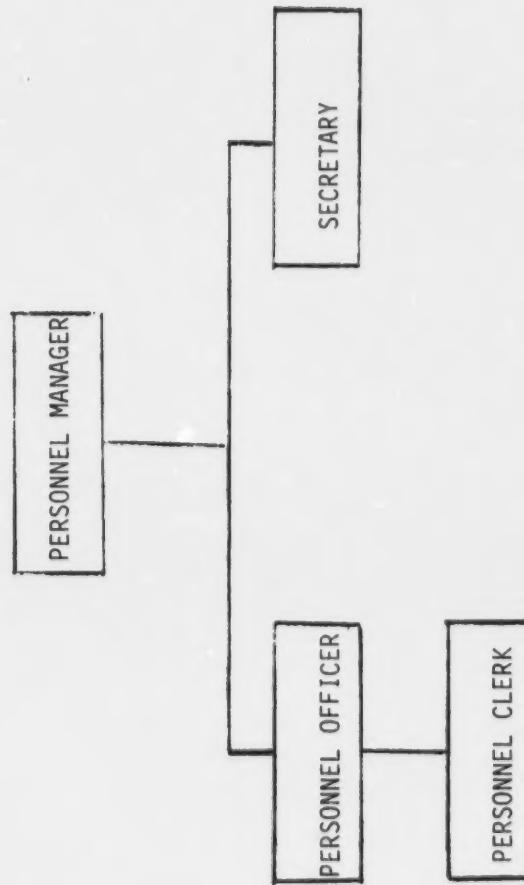


FIGURE 5.4

DEPARTMENT OF PERSONNEL
KEEWATIN REGION

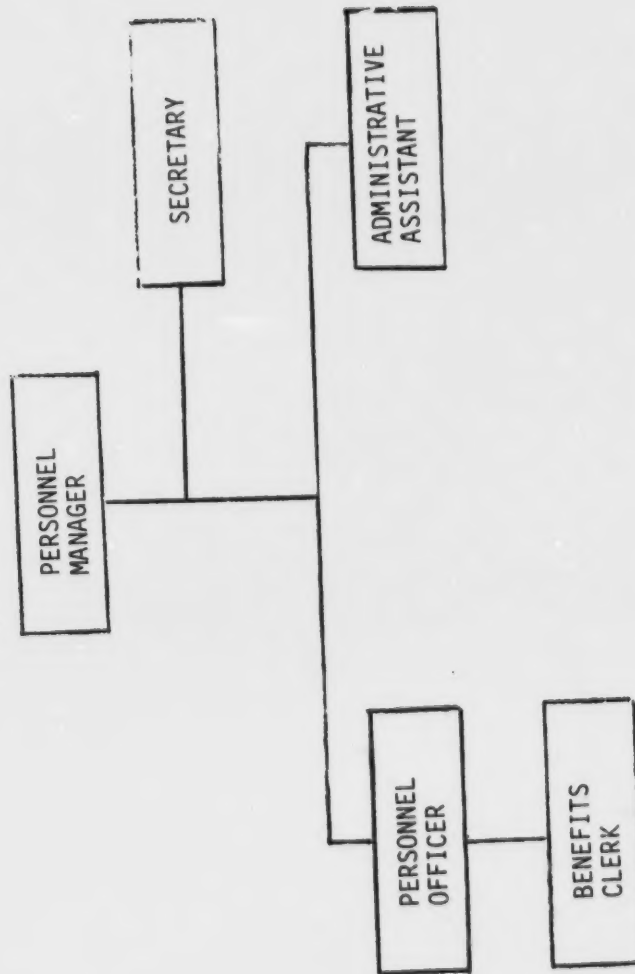


FIGURE 5.5

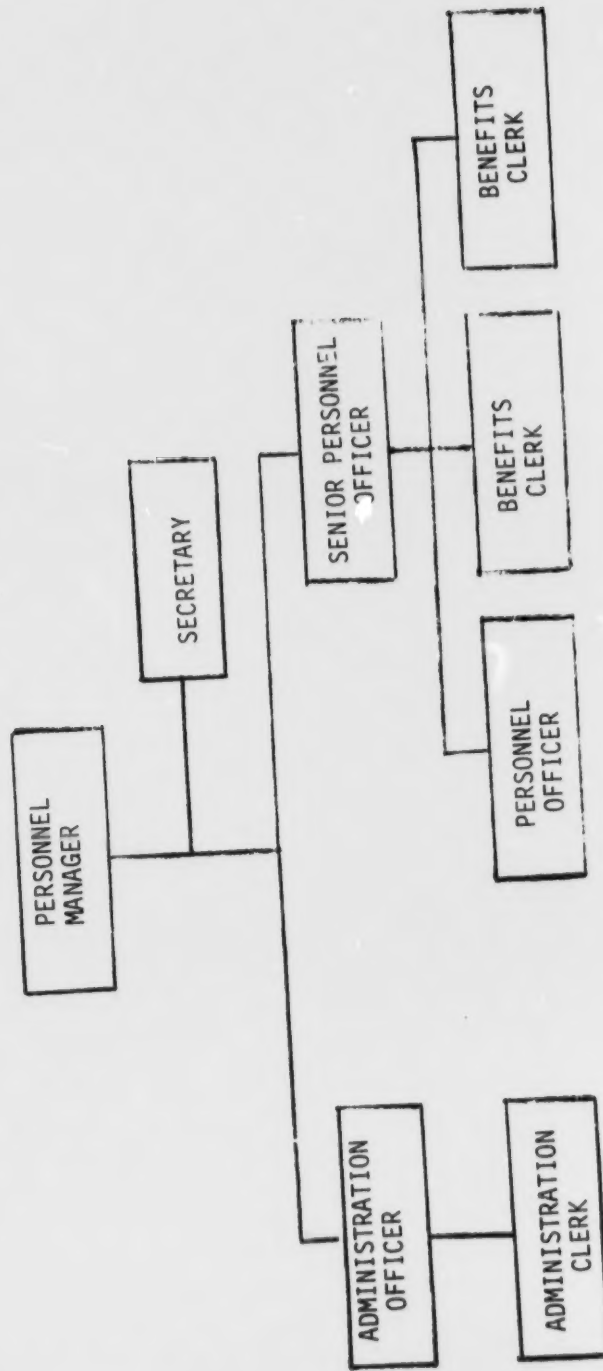
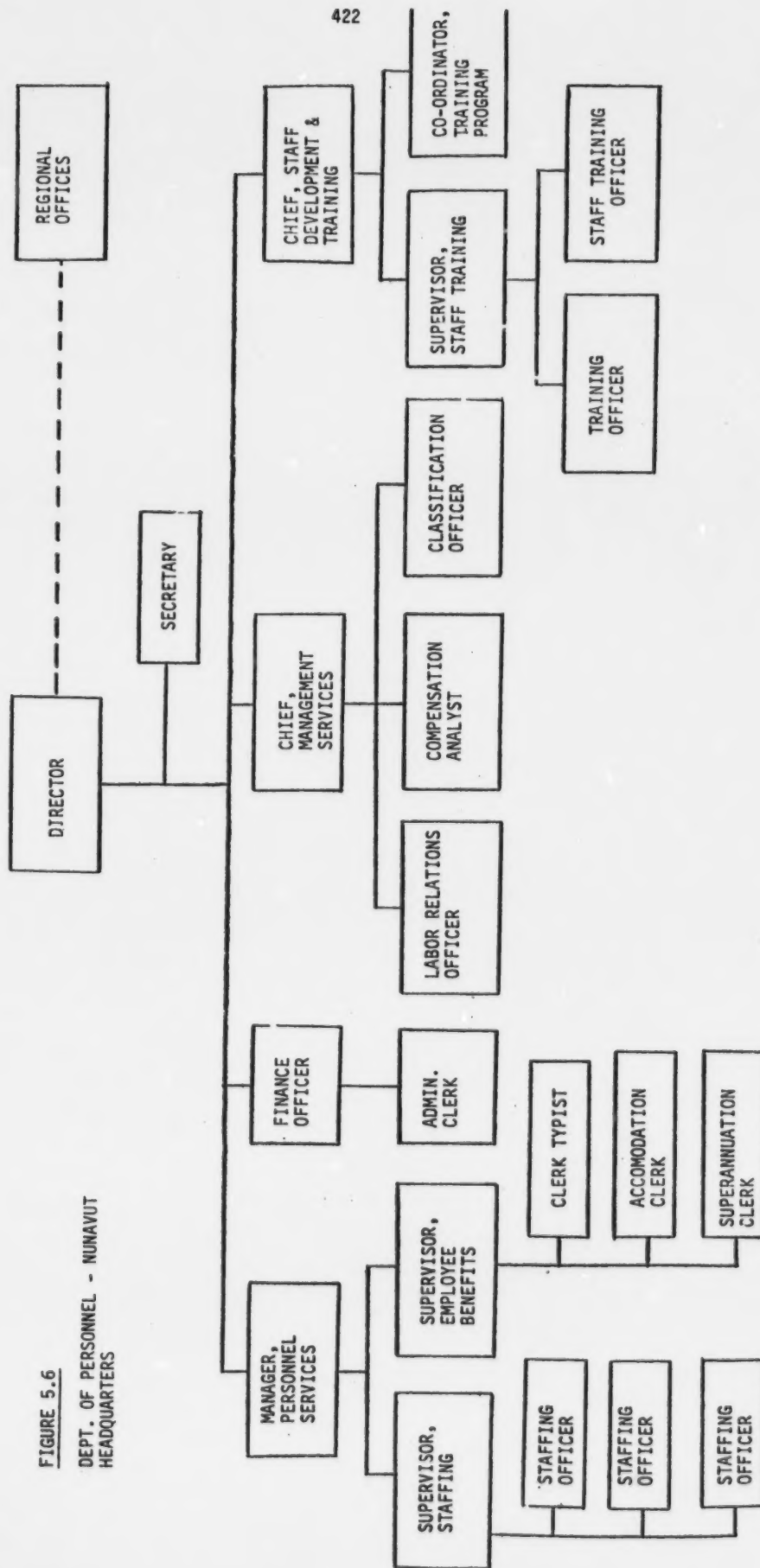
DEPARTMENT OF PERSONNEL
BAFFIN REGION

FIGURE 5.6

DEPT. OF PERSONNEL - NUNAVUT
HEADQUARTERS



THE DEPARTMENT OF THE EXECUTIVE

A. THE CURRENT ORGANIZATION

1. Summary

The Department of the Executive is responsible for providing administrative and policy support for the Commissioner, the Deputy Commissioner and the members of the Executive Committee. Besides the provision of secretariats for the sub-committees of the Excom, Executive Assistants and clerical support for the Ministers and the Commissioner and Deputy Commissioner, the Department of the Executive has also been delegated responsibility for a number of organizational orphans such as the Audit Bureau and the Bureau of Statistics. The Executive is also responsible for Regional Operations, and acts as the reporting centre for the Workers' Compensation Board, the Highway Transport Board and the Public Utilities Board. The total person year establishment of the Department of the Executive is 150.4 of which 92.1 positions are located in Headquarters. (1983-1984 Estimates)

2. Headquarters Activities

a) The Office of the Commissioner. Comprising five person years (excluding the Commissioner and Deputy Commissioner whose salaries are paid by the Federal Government) this division assists the chief executive officers in the performance of their duties.

b) The Ministers' Offices - each elected Member of the Executive Committee is provided with one executive assistant and one secretary. Because there are seven elected members of the ExCom the total person year complement of this division is 14 and because they work directly for a Minister, the personnel in this division do not have any direct reporting relationship to a senior officer in the Department of the Executive.

c) Executive Committee Secretariat - This division is primarily responsible for the provision of financial and administrative support services to the Department of the Executive. However, it has also picked up a number of miscellaneous chores related to the business of the ExCom and its subcommittees. In 1982 the Secretariat was also given support responsibilities for the Highway Transport Board and the Public Utilities Board according to the organization charts the Secretariat is supposed to report through the Secretary to the ExCom to the Commissioner, but because the former position has not been filled for a couple of years now the de facto reporting relationship is not entirely clear.

Two other sub-activities which are considered a part of the Executive Secretariat for budgetary purposes are the Intergovernmental Affairs Office, which maintains a liaison office in Ottawa and which reports to the Leader of the Elected Executive, and the Bureau of Statistics which currently reports to the Deputy Commissioner.

The total person year count for the Executive Secretariat is 22.6 and all of these positions but two are located in Yellowknife and those two are in Ottawa. A minor point here is that the In Service Library is at present staffed out of the establishment of the Executive Secretariat, but this is accomplished through full utilization of the vacancy rate in the Department of the Executive.

d) Priorities and Planning Secretariat - This component of the Department of the Executive provides policy support for the Priorities and Planning Committee (Sub-Committee) of the Executive Committee. It is comprised of six person years and reports to the Chairman of the Committee, who is the leader of the non-elected Executive.

e) Aboriginal Rights and Constitutional Development Secretariat - This Secretariat is composed of N.W.T. land claims negotiators for the I.T.C., COPE and Dene processes and three other officers who offer policy advice to the ExCom on Constitutional matters and maintain liaison with the Constitutional Forums. The total person year establishment of this organization is eight, and it reports to the Minister for

Aboriginal Rights (and for policy purposes to the Associate Minister as well)).

f) Energy and Resource Development Secretariat (Energy Mines and Resources) - the role of this agency is to make recommendations to the ExCom regarding energy and non-renewable resource development policy. The Secretariat has eight person years and reports to the Minister of Renewable Resources.

g) The Audit Bureau - This division functions as a semi-independent agency attached to the Department of the Executive. The Executive Manager of the Audit Bureau reports to the Deputy Commissioner at the present time, although with the phasing out of the Deputy Commissioner's role the reporting relationship will likely be through an elected Minister in the very near future. The basic function of the Audit Bureau is to perform internal audits for the departments and agencies of the G.N.W.T.. As well, from time to time the Audit branch is called upon to do external audits related to Federal shared cost programs and also does outside audits (at the request of department) of institutions which receive funding from the Territorial Government.

The internal organization of the Audit Bureau consists of three audit "teams" of 6 to 7 each made up by a senior auditor. The total person year complement of the bureau is 20.1 according to the 83-84 Estimates. (The organization chart for this division shows almost twice that many positions, but as was pointed out by senior audit officials, this

is simply a device to provide maximum flexibility in staffing).

h) Regional Operations Secretariat - The regional offices of the Government of the N.W.T. report to the Deputy Commissioner and it is the Regional Operations Secretariat which provides the Headquarters support for regional coordination. The core of the Secretariat is the Capital Planning Section which coordinates Capital Planning throughout the Government and inter-regionally. Other activities attached to this office are the Emergency Measures Organization, the Edmonton Liaison Office, and the coordinator of the Norman Wells project. The Secretariat has nine positions in headquarters out of a total of 66.5 person years overall.

3. Regional Operations

It is only the Regional Operations Secretariat that has any personnel in the field at all (with the exception of the two officials located in Ottawa, who are attached to the office of the Leader of the Elected Executive). In each of the Regional Offices there is a Regional Director and an Assistant Regional Director. They are assisted in the regional office by an executive secretary and possibly one or two stenographers. The role of the Regional Director is to coordinate the regional operations - i.e. to facilitate interdepartmental cooperation within the regions. The departmental Regional Superintendents

all report directly to the Regional Director and not, as in many other jurisdictions, to their Deputy Minister in the Headquarters. (This style of regional decentralization has been dealt with in an earlier paper).

The reporting relationships in the regions vary from one region to another, but the normal practice is for the Regional Director and the Assistant to share the responsibility for the various program and service portfolios in their region. Thus, some Regional Superintendents will report directly to the Regional Director and others will be required to report to the Assistant.

In all of the 'Nunavut regions' there are executive "field officers" in most of the communities. These officers are called Field Service Officers (FSO's) in the Baffin, Government Liaison Officers (GLO's) in the Keewatin and Executive Service Officers (ESO's) in Kitikmeot, and they perform general service functions to the people in their community. Where a community may be too small to justify a social worker for instance, the Executive Field Officer will provide the services for the Department of Social Services where possible, or will see at least that the individual in need is placed in contact with an officer of the appropriate department in the regional office.

These regional field positions have evolved from a time when there was but one Territorial Government official in each community who functioned as a "Jack of all Trades" and maintained the critical link between the individuals in the communities and the government in Yellowknife (or before 1967, in Ottawa). The

role today is still a generalist one, but is limited year by year as more and more communities get specialized Field Officers in most of the program departments.

B. POST DIVISION OPTIONS: THE DEPARTMENT OF THE EXECUTIVE IN
NUNAVUT

1. General Considerations

a) The core program activities of the Department of the Executive are carried on by the three policy secretariats, Priorities and Planning, Aboriginal Rights and Constitutional Development, and Energy Mines and Resources. Although it is a very small unit, the Intergovernmental Affairs Office can also be considered a core division of the Department of the Executive. These four are the "core" units of the department because they are directly involved in policy development. They perform the functions which are performed in Ottawa by the PCO and by Cabinet Secretariats in the southern provinces. We can assume that policy development will be required in Nunavut and that activity will be carried out to a large extent as it is in the N.W.T., in the the executive arena. Thus, there will have to be policy secretariats in the Eastern Territory.

However, the central, policy concerns of the new Territory will undoubtedly be different from those of the current N.W.T.. For example the Aboriginal Rights and Constitutional Development Secretariat is concerned with three land claims. If the Federal Government keeps to its condition that Nunavut can only come into existence if the land claims are settled, the new territory will not need claims negotiators. Similarly one of the central concerns of this Secretariat is the process of dividing the N.W.T.. When that has finally happened the Secretariat can be disbanded in the West and will not be replicated in Nunavut.

The Energy Mines and Resources Secretariat's day to day activities are more concerned with events in the western N.W.T. than with the part that will become Nunavut. Nevertheless, there will be ongoing concern with resource development in the new territory, particularly with respect to the Beaufort Sea, the Arctic Islands, and at some point the Arctic Pilot Project. Most of the Mines in the N.W.T. are in the western part but there is a high potential for mineral development and exploration in the east and there are a few operating mines at the present time. Hence, while the focus of such a Secretariat might be slightly different and while at the outset it would not have to be as large as it is currently, there will have to be some person years committed to these policy concerns in Nunavut.

The Priorities and Planning Secretariat performs functions which will have to be replicated in Nunavut. However,

in a smaller territory it is conceivable that this unit could be smaller at the outset with the expectation that it will grow as needs become apparent. Similarly, the Intergovernmental Affairs component of the Department of the Executive will be necessary in the new territory and in fact might have to be larger at the start in order to facilitate the transfer of authority from the N.W.T. to Nunavut. It would be wise, for instance, for Nunavut to maintain a governmental liaison office in Yellowknife as well as in Ottawa at least for the short term and possibly indefinitely.

The Regional Operations Secretariat is difficult to categorize because of the fact that it is unique to the G.N.W.T. There is nothing in other Canadian jurisdictions which is comparable, but in the G..W.T. today, Regional Operations is a core activity of the Department of the Executive. If the current regional organization is retained in Nunavut, there will be a need for a small support unit in Headquarters to facilitate interregional coordination, most significantly in the area of capital planning. However, the person years committed to maintaining a liason office in Edmonton, and to coordinating the Norman Wells project will not be necessary in the Eastern Territory. We will say more about the disposition of this secretariat in a later chapter of the report where we offer more general suggestions for reorganization and rationalization of the existing structures.

b) The ancillary program activities assigned to the Department of the Executive are those performed by the Audit Bureau and the Bureau of Statistics. The roles played by these divisions are self explanatory and will be required in the new territory as well. In the case of the Audit Bureau, its size should be proportional to the size of the public service of Nunavut. The Bureau of Statistics does not have to be very large at the outset, but Nunavut will likely opt to compile statistics in the same manner as other Canadian jurisdictions, and will therefore require a Territorial Statistician.

The staff of the Commissioner and Deputy Commissioner and the Executive Assistants and secretaries to the Ministers are attached to the Department of the Executive for budgetary purposes but in fact these personnel are not operationally in the department. For Nunavut, the number of personnel required to perform these functions will depend upon the size of the Executive Committee and on whether the position of Deputy Commissioner is retained in the new Territory. Basically all Members of the ExCom in Nunavut will require an Executive Assistant and a secretary, and there is no way that this can be reduced even in a much smaller government.

c) Program Support Activities in the Department of the Executive are performed by the Executive Committee Secretariat. The person year complement of this division is essentially sensitive to the overall size of the Department of the Executive. Thus in Nunavut the person year requirement will be

somewhat smaller, for this activity, but only to a degree proportionate to the reduced size of the new department. There are a few organizational 'odds and ends' attached to this division such as the provision of an Executive Secretary to the Highway Transport and Public Utilities Boards, and the person year requirements for such activities will depend upon whether the new territory opts for the retention of such boards and agencies.

2. The Department of the Executive: HQ Nunavut

The Department of the Executive in the current G.N.W.T. has as its major flaw the fact that it does not function as a department except for budgetary purposes. The various secretariats all report to different Ministers and the Commissioner and Deputy Commissioner retain the authority for a number of other "Departmental" responsibilities. Thus, the key dimension of our recommendations for the Department of the Executive in Nunavut is that the principle of unity of command be applied fairly strictly. In order to achieve this the department must report to a single minister, which, in keeping with the practice in other jurisdictions in Canada, should be the leader of the Elected Executive. Similarly the Department of the Executive in Nunavut should be headed by a Secretary to the ExCom who will function as the Deputy Minister of the Department and as the senior policy advisor to the government (see chart 6.16).

The internal structure of the Department features two major divisions, each headed by a Deputy Secretary to the ExCom. One Division will bear the responsibility for priority determination advice to the ExCom and for the development of policy on behalf of the Leader and the ExCom. The second division will be responsible for "Executive Operations", most importantly for the coordination of the regional offices (see Chart 6.19). Other operational responsibilities currently born by the Department of the Executive such as for the Audit Bureau, the Bureau of Statistics, Emergency Measures, and for the coordination of Capital Planning activities for the Territorial Government are also attached to the Deputy Secretary Operations, although these organizational entities could conceivably be attached to other portfolios for purposes of reporting to the Legislative Assembly. Some of these options will be discussed in a later section of this report.

The program support activities of the Department are concentrated in an Executive Committee Office headed by an Assistant Secretary to the ExCom and reporting directly to the Secretary. This section will provide administrative support services to the Department as a whole, legislative assistance to the Executive Committee, as well as providing Executive Secretarial services to sundry independent boards and agencies, most notably the Public Utilities Board (assuming Nunavut opts to have one). (See Chart 6.17).

The Policy and Planning Division of the Department of the Executive in Nunavut is in fact an amalgamation of the four policy secretariats currently in operation in the G.N.W.T.. Where this model differs is that the Secretariats are combined in a single organization with a linear reporting relationship to a Deputy Secretary. The Deputy Secretary of this division as well as heading the Division also assumes the responsibility for priorities and planning. The P & P function has a logical primacy which is denied in the current organization and should not be separated from the responsibilities of the functional secretariats in areas such as energy and resource development.

The Energy, Mines and Resources Secretariat would be the largest functional policy group within the division. The reasoning here is that although the bulk of the current body's activities are oriented to "Western" concerns there will remain a significant and rapidly growing policy focus in this area in Nunavut. Specifically there are three operating mines in the Eastern Arctic, a continuing dominant roll for NCPC, the off and on concerns with the AFP, the necessity to continue the development of uranium guidelines in concert with the Federal Government, and the ongoing process of resource revenue planning and strategy, also with the Feds. All of these activities make it imperative that the EMR Secretariat be well staffed at the outset in Nunavut.

The Aboriginal Rights and Constitutional Development Secretariat of the G.N.W.T. Department of the Executive will hopefully be unnecessary in the new territory, however, as was

pointed out by senior officials in the Secretariat, there will be an ongoing need to coordinate the implementation of terms and conditions established by the legislation creating the constitution of Nunavut and by the legislation defining the land claims settlement. Moreover, constitutional development is a dynamic process, and while the bulk of the work will have been concluded with the adoption of the Constitution of Nunavut, there will still remain a need for a policy focus in this area. Hence the recommendation is that at the outset, the Policy Division of the Department of the Executive in Nunavut should have a senior constitutional and aboriginal rights officer. One option here would be to attach this person to the Department of Justice, but this and similar suggestions will be dealt with in a subsequent chapter.

While Chart 6.18 indicates a separate intergovernmental affairs section headed by an Assistant Secretary to the ExCom, in the short run it might be possible to have the Deputy Secretary of the Division bear the responsibility for intergovernmental matters as well as his other responsibilities. Certainly there are close links between the determination of territorial priorities and the intergovernmental dimension of the policy process. However, because the relations with the Federal Government and in the immediate post division period, with the Government in Yellowknife will be extremely important, it would be advisable in the long run to establish a separate coordinative position at the senior level within the Department of the Executive.

Chart 9.20 shows a scaled down Audit Bureau for the new Territory. Basically the person year requirements for this function will be proportional to the reduced size of the Nunavut bureaucracy, and that proportion is reflected in the person year-complement recommended. The key problem with a small Audit Bureau is to maintain the necessary independence from the agencies being audited. The Bureau must be able to work outside of direct influence of the "auditees" or the credibility of the audit process will be seriously compromised. Hence, while a reporting relationship through the Department of the Executive may not be the only one possible for this unit, whether it is located here, in Government Services, or wherever, the Bureau must have semi-independent status and not be subjected to direct ministerial or departmental control.

Finally the staff of the Commissioner and the EA's and secretaries of the Ministers can continue to report through the Executive Department for budgetary purposes, but organizationally their reporting relationships must be to the individual members of the ExCom.

FIGURE 6.1
DEPT. OF THE EXECUTIVE
HEADQUARTERS/COMMISSIONER'S OFFICE

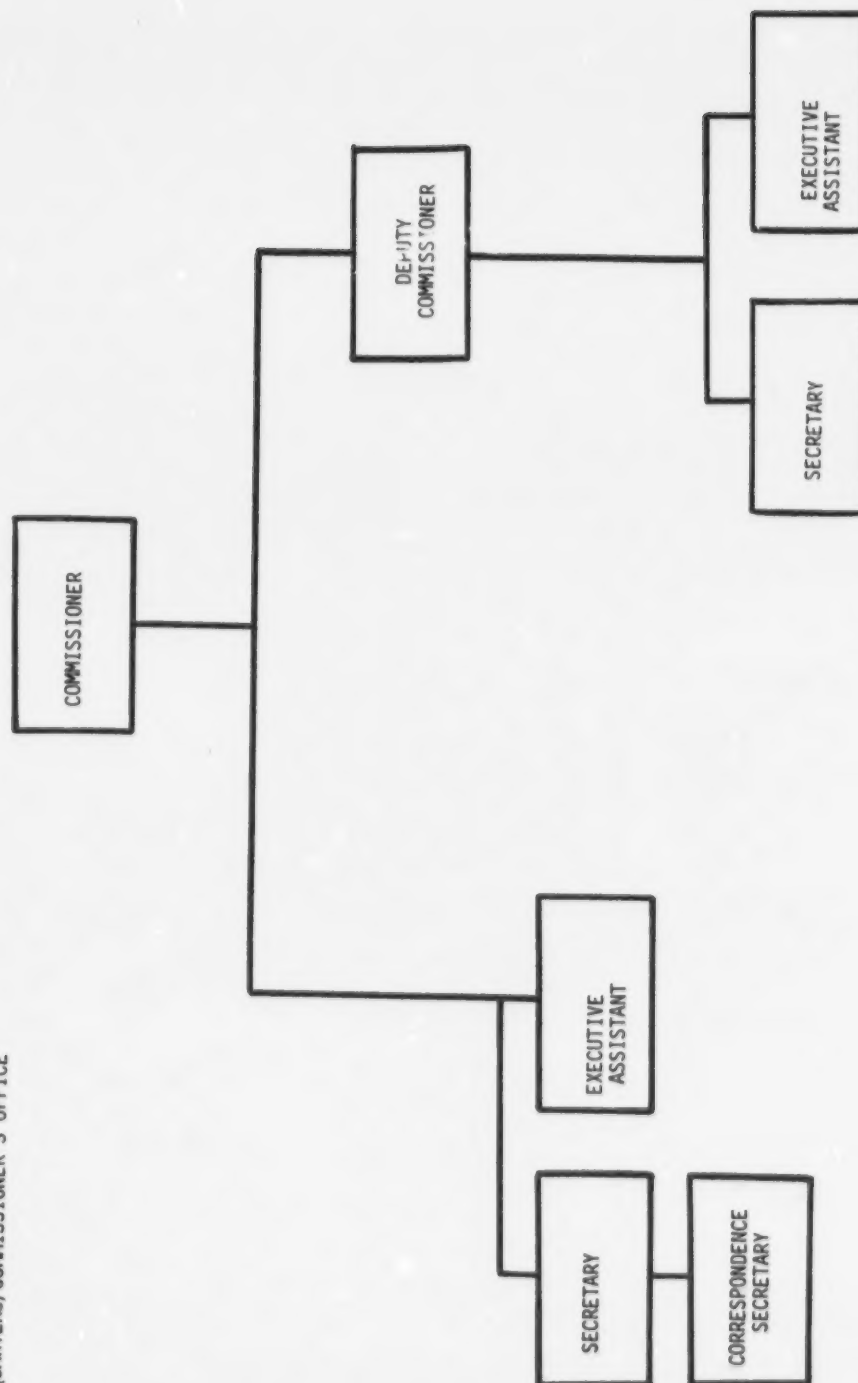


FIGURE 6.2
DEPT. OF THE EXECUTIVE
HEADQUARTERS/MINISTERS' OFFICES

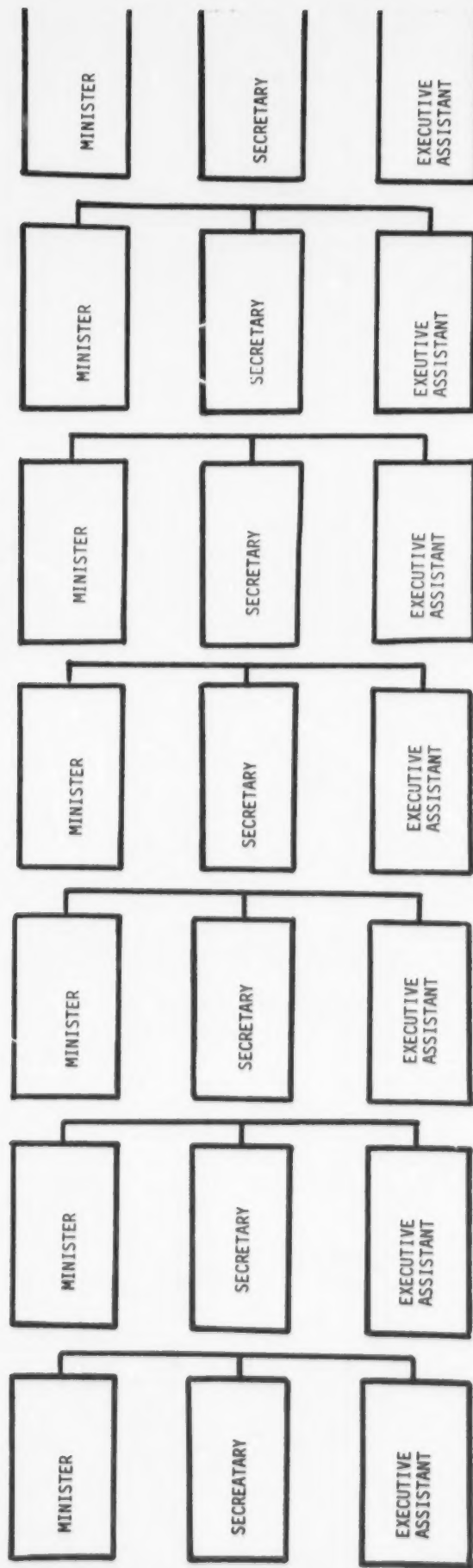


FIGURE 6.3

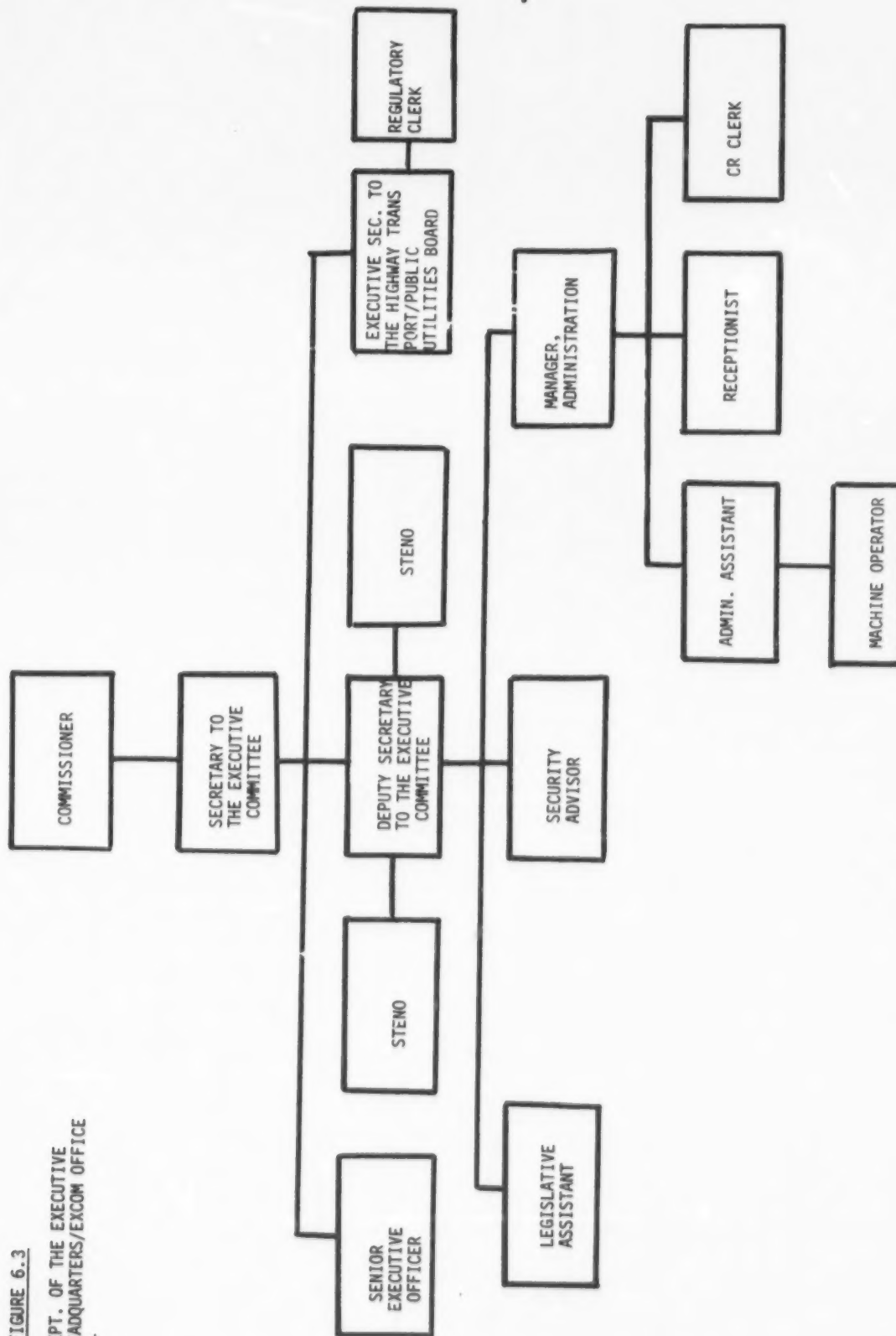
DEPT. OF THE EXECUTIVE
HEADQUARTERS/EXCOM OFFICE

FIGURE 6.4
DEPT. OF THE EXECUTIVE
HEADQUARTERS/BUREAU OF STATISTICS

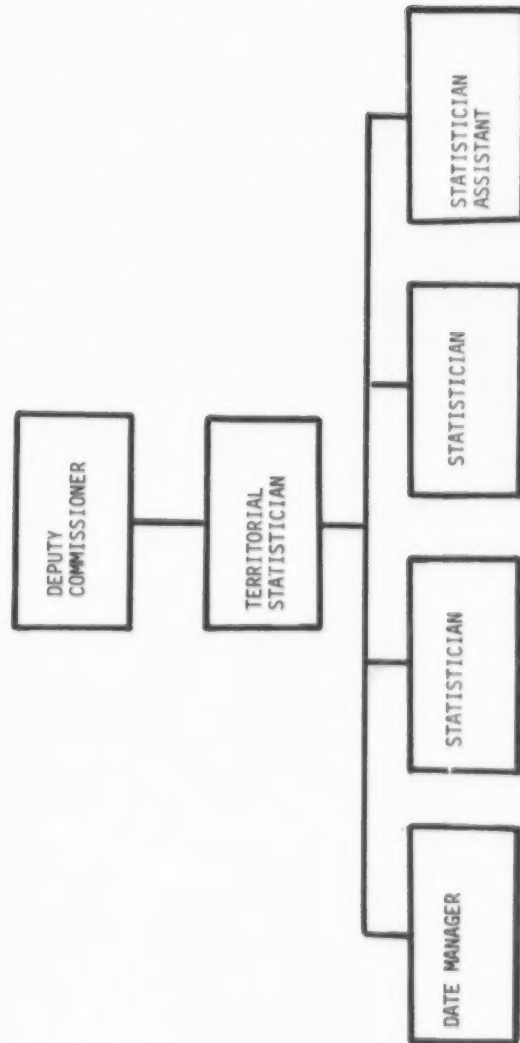


FIGURE 6.5
DEPT. OF THE EXECUTIVE
HEADQUARTERS/INTERGOVERNMENTAL AFFAIRS

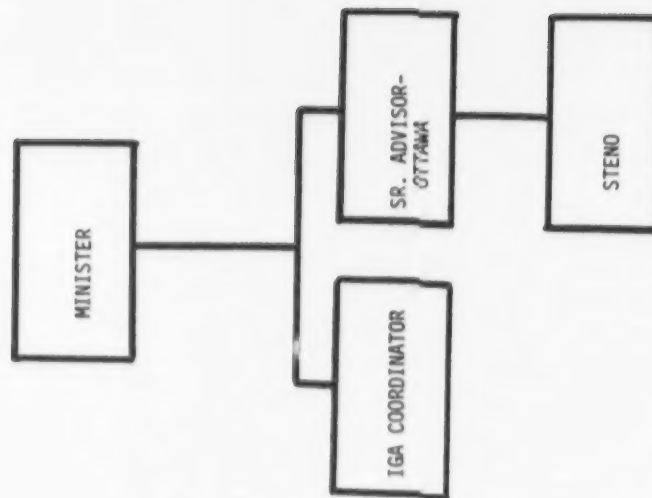


FIGURE 6.5
DEPT. OF THE EXECUTIVE
HEADQUARTERS/PRIORITIES AND PLANNING SECRETARIAT

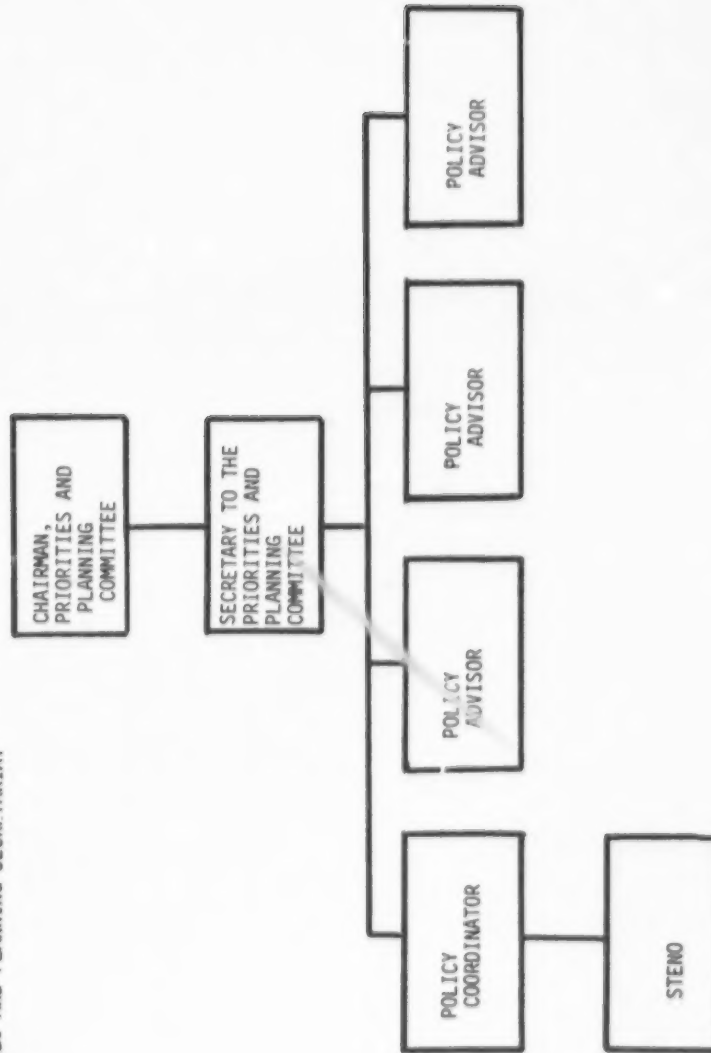
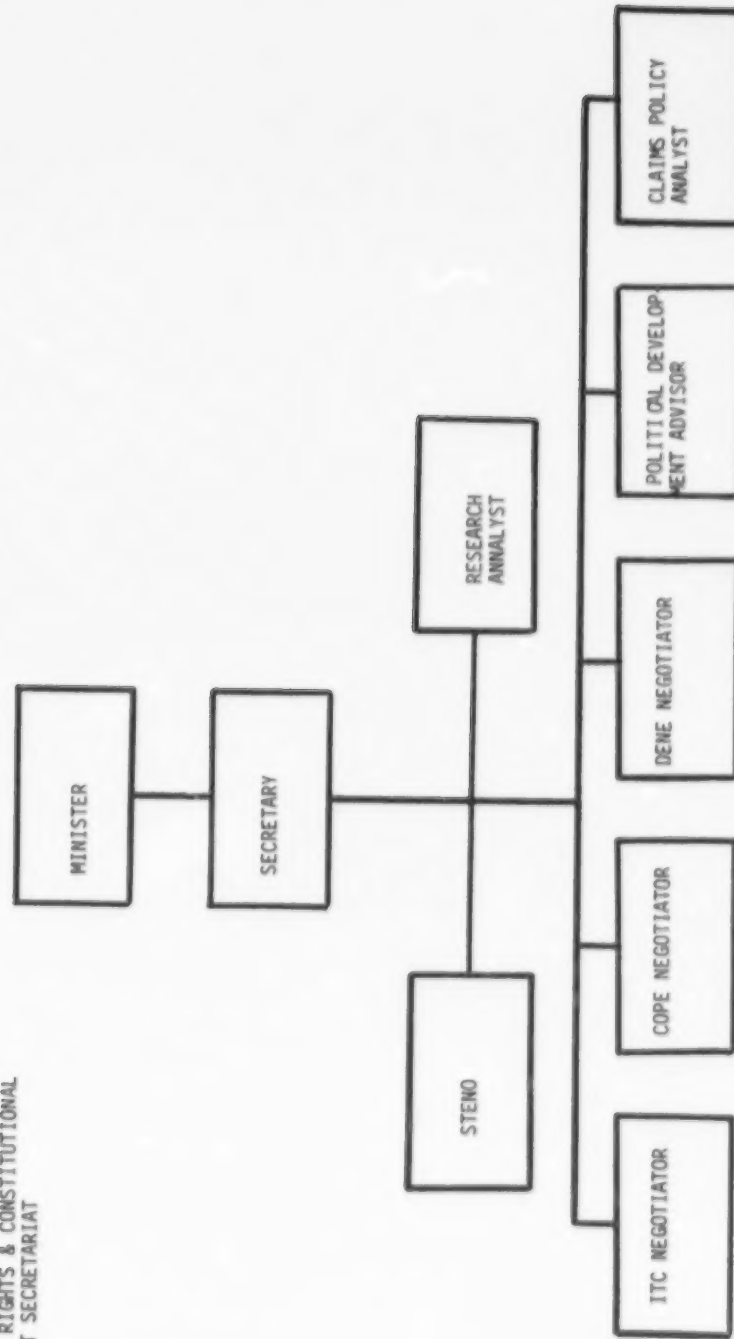


FIGURE 6.7
DEPT. OF THE EXECUTIVE
HEADQUARTERS/ABORIGINAL RIGHTS & CONSTITUTIONAL
DEVELOPMENT SECRETARIAT



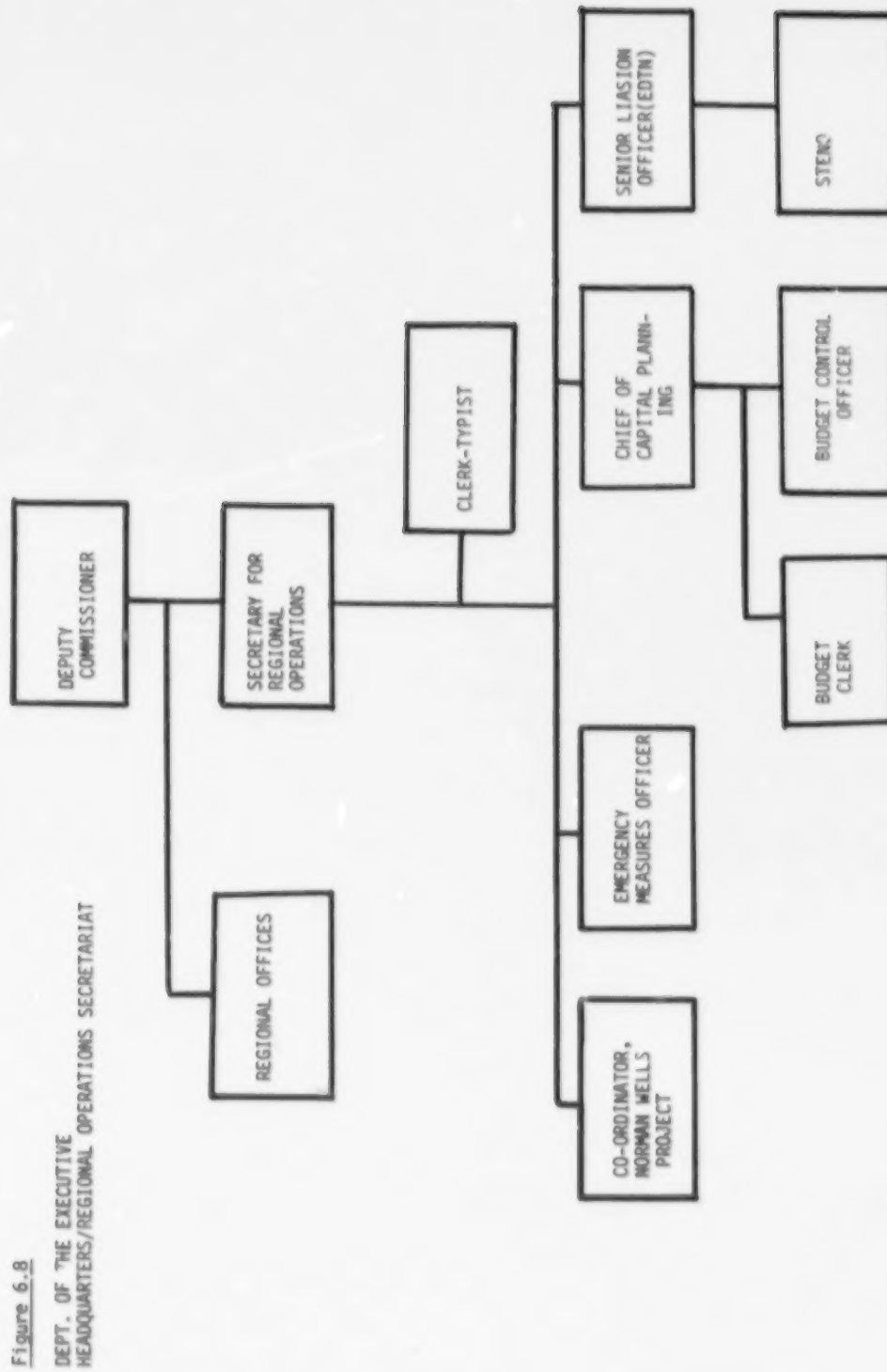


Figure 6.9
DEPT. OF THE EXECUTIVE
HEADQUARTERS/ENERGY AND RESOURCE DEVELOPMENT
SECRETARIAT

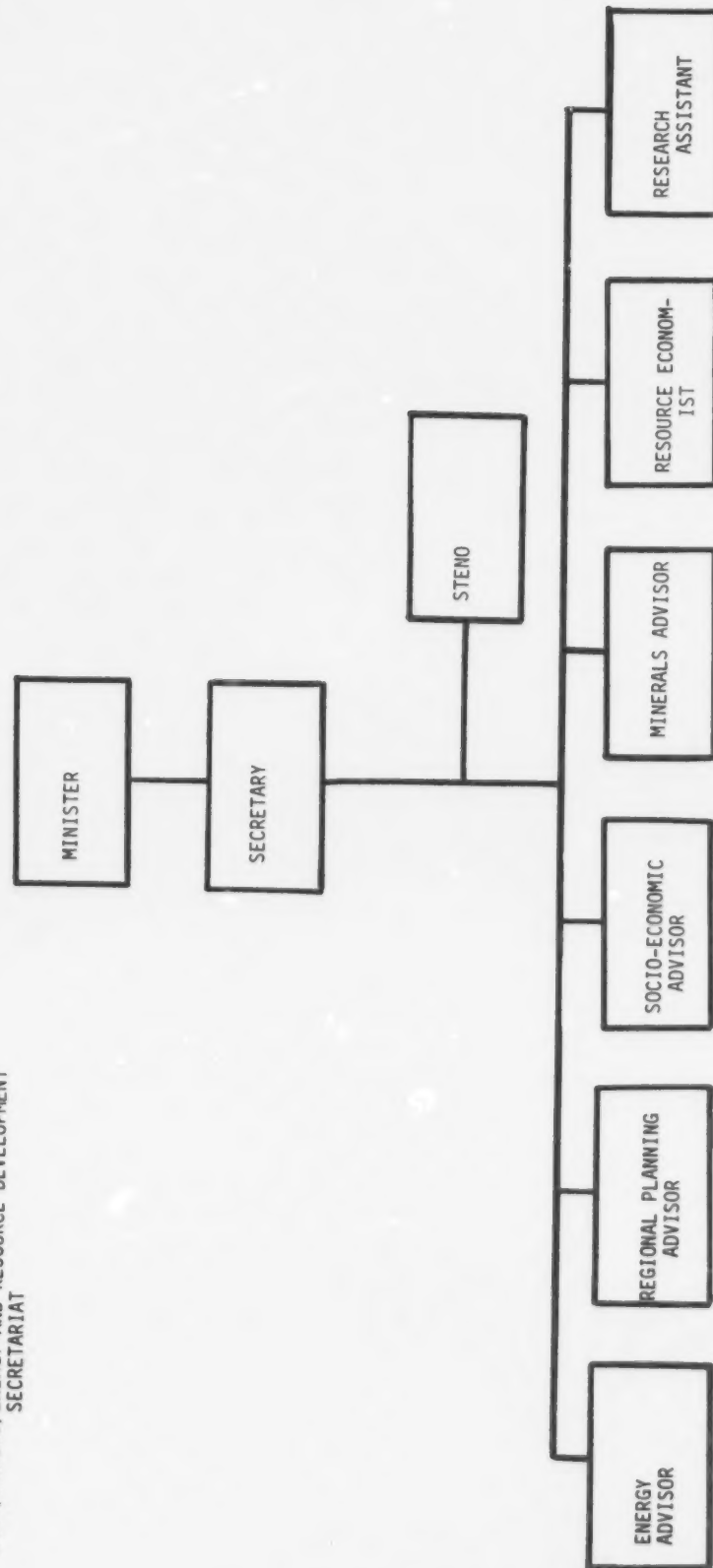


FIGURE 6.10

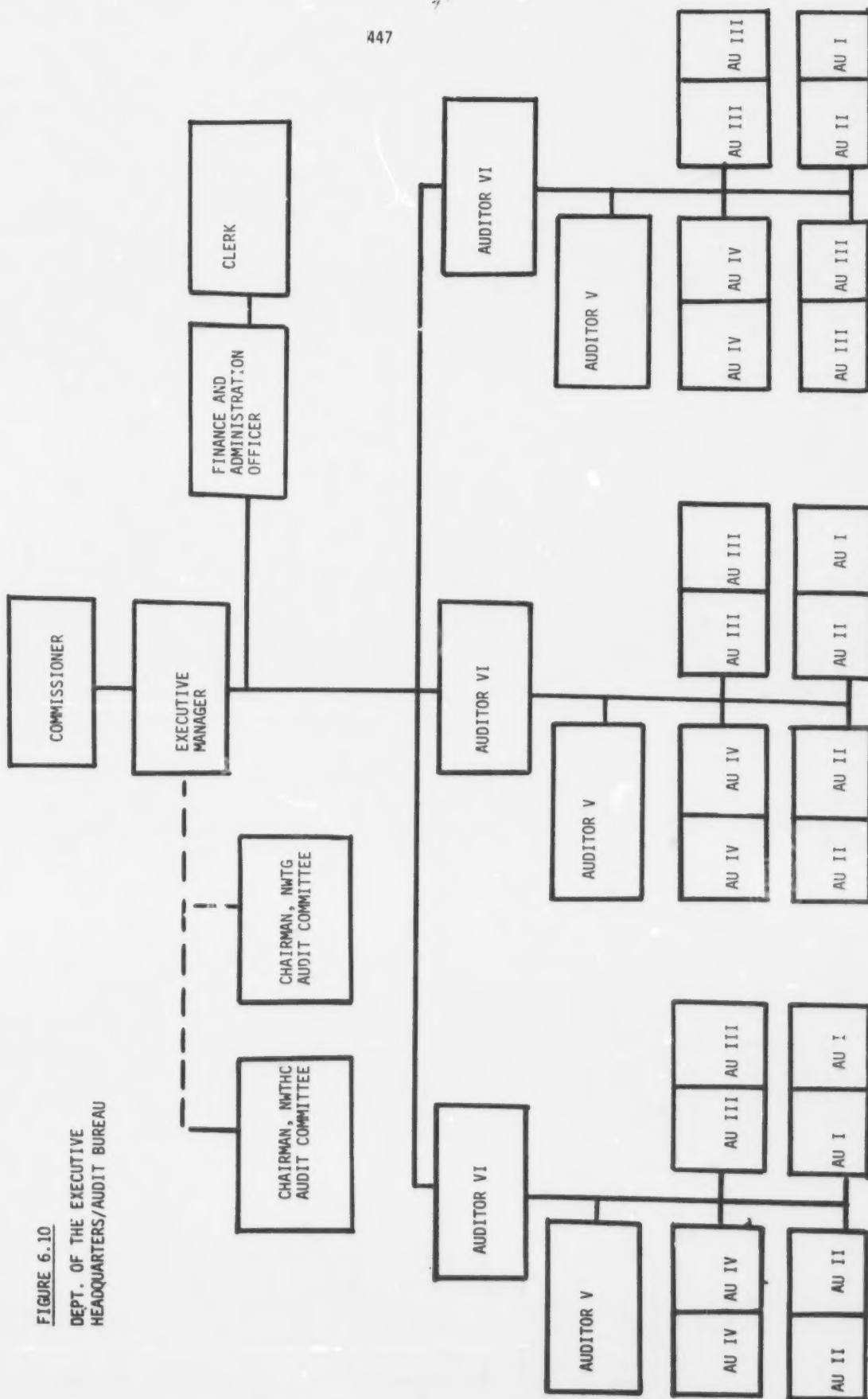


FIGURE 6.11

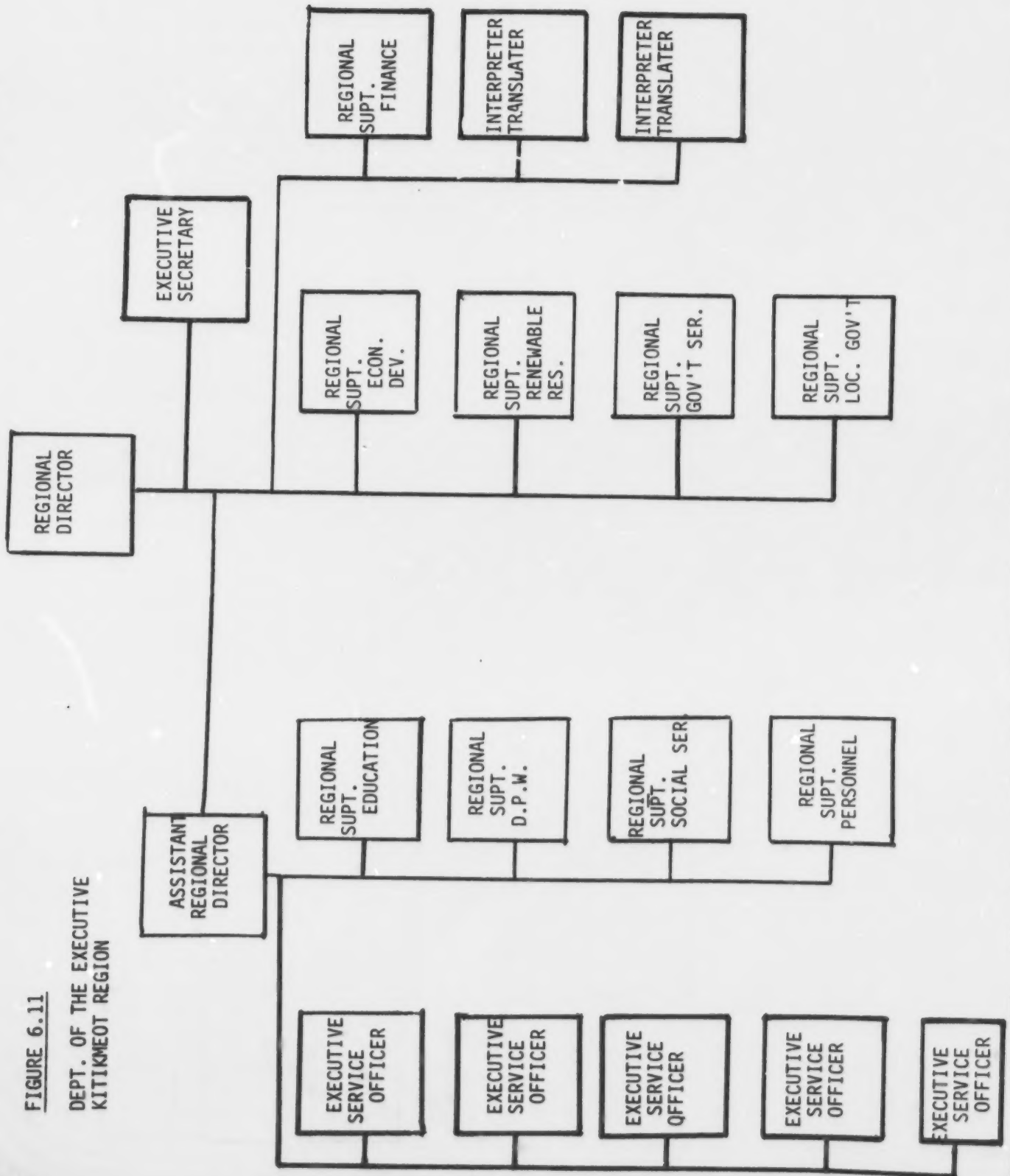
DEPT. OF THE EXECUTIVE
KITIKMEOT REGION

FIGURE 6.12

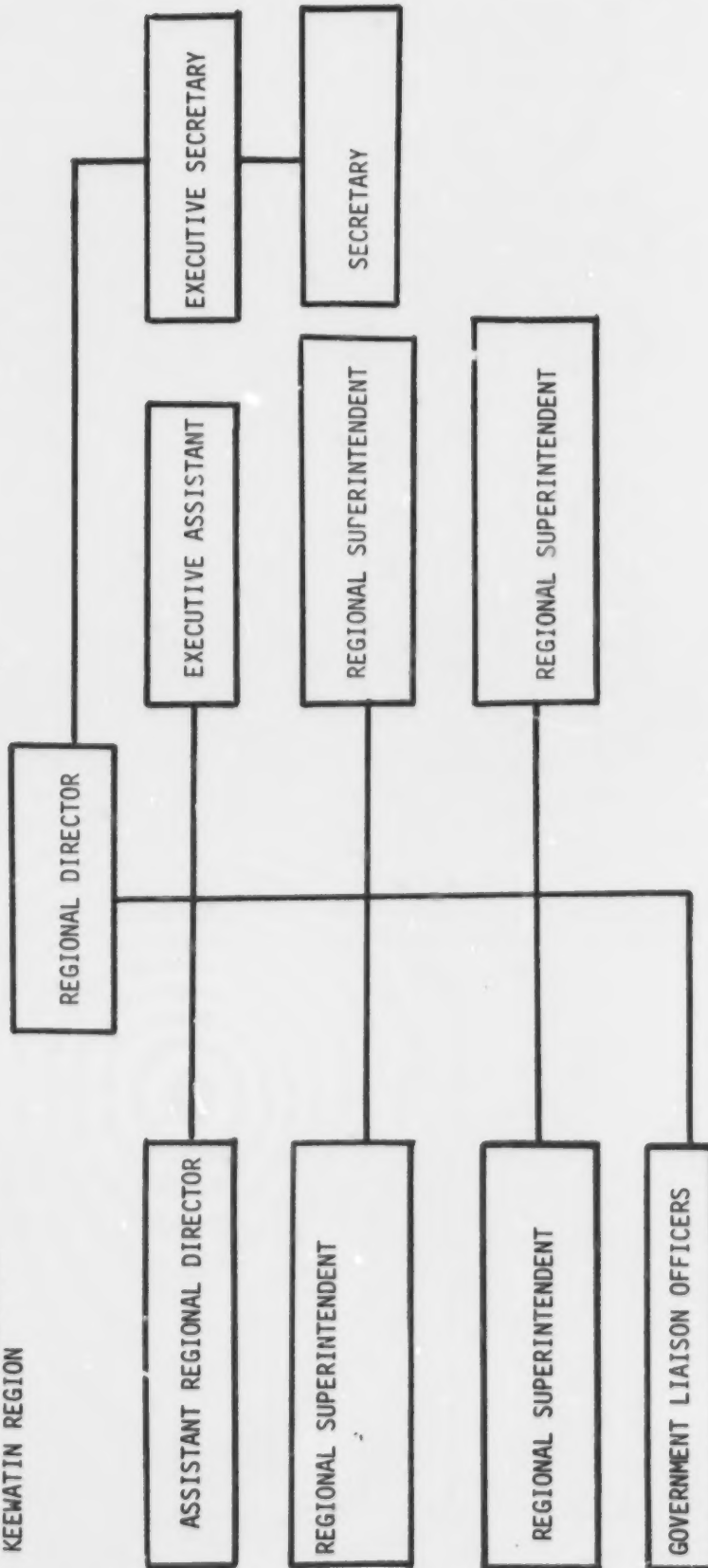
DEPT. OF THE EXECUTIVE
KEEWATIN REGION

FIGURE 6.13

DEPT. OF THE EXECUTIVE
KEEWATIN REGION

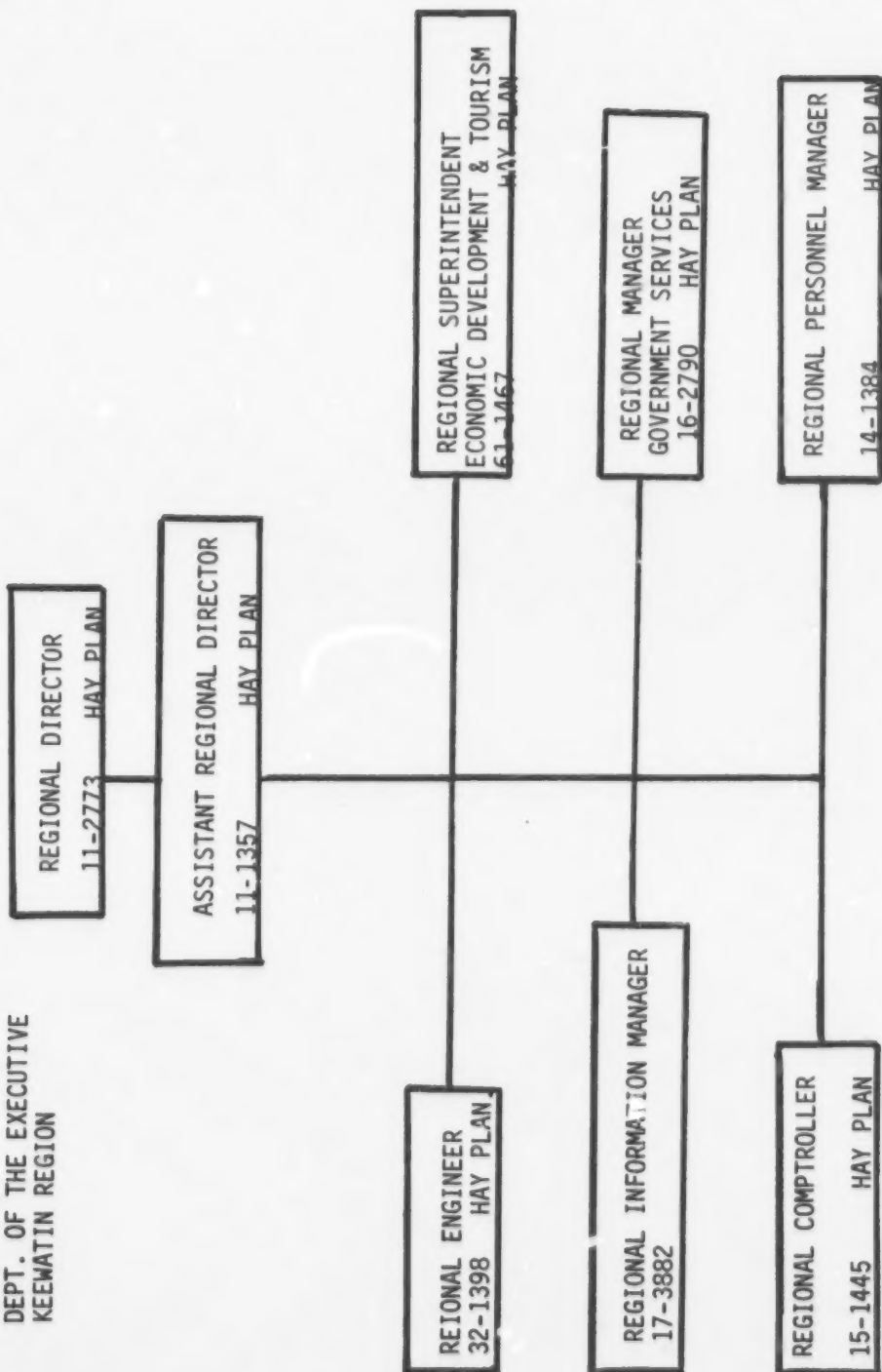


FIGURE 6.14

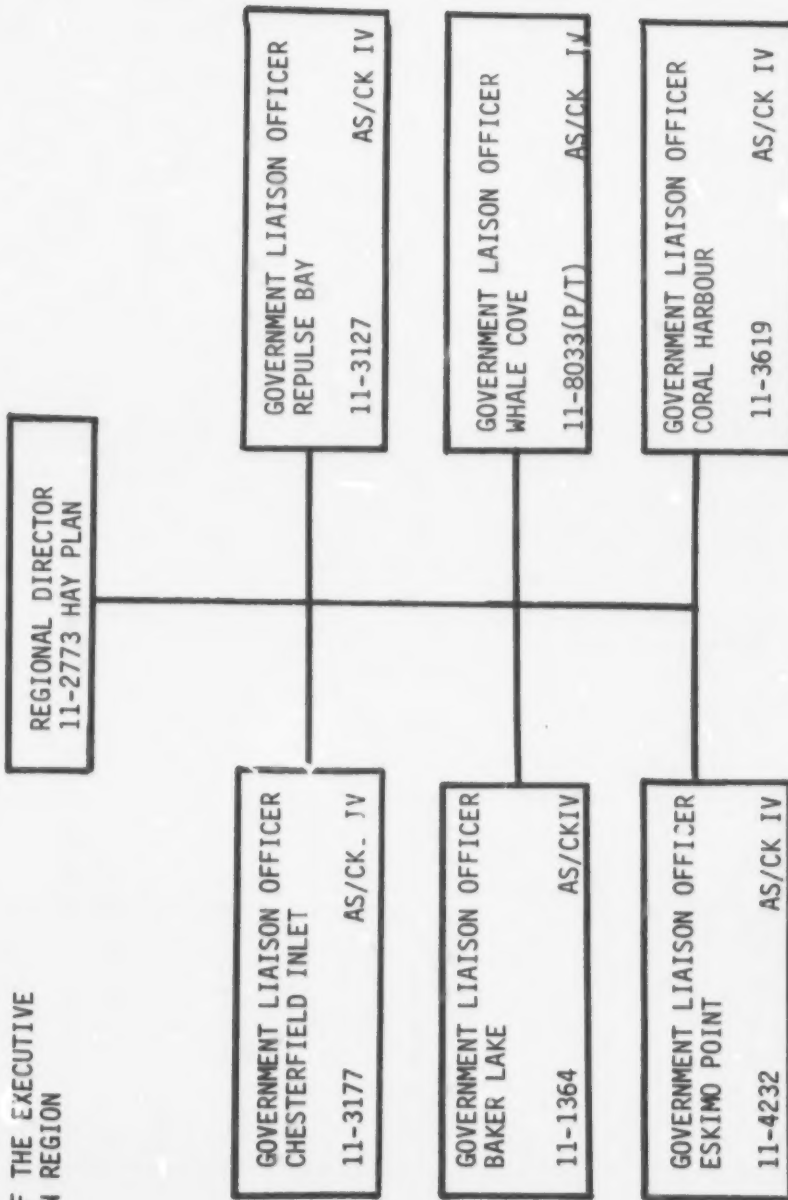
DEPT. OF THE EXECUTIVE
KEEWATIN REGION

FIGURE 6.15

DEPARTMENT OF THE EXECUTIVE - NUNAVUT
HEADQUARTERS/SUMMARY

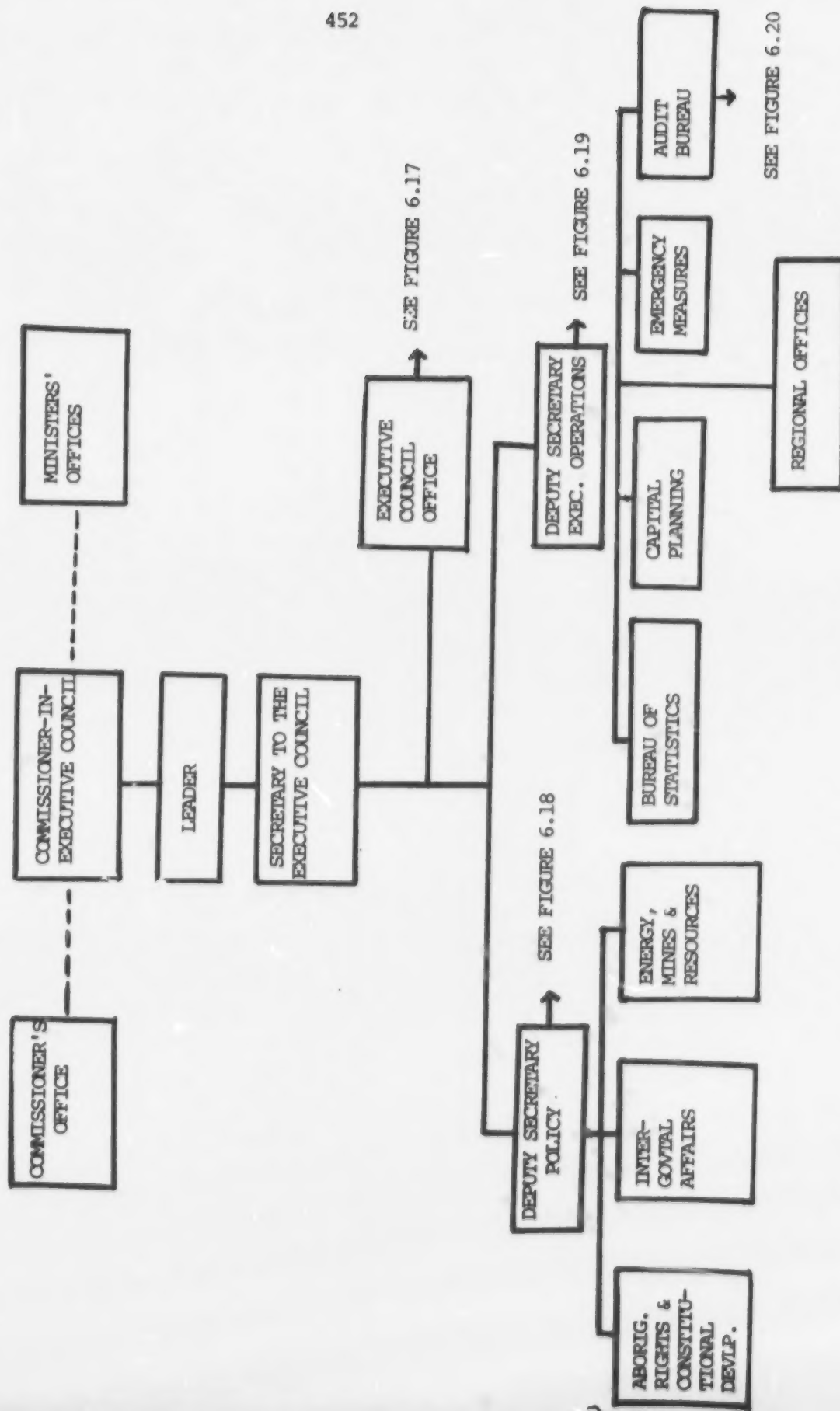


FIGURE 6.16

DEPARTMENT OF THE EXECUTIVE - NUNAVUT
HEADQUARTERS/EXECUTIVE COUNCIL OFFICES

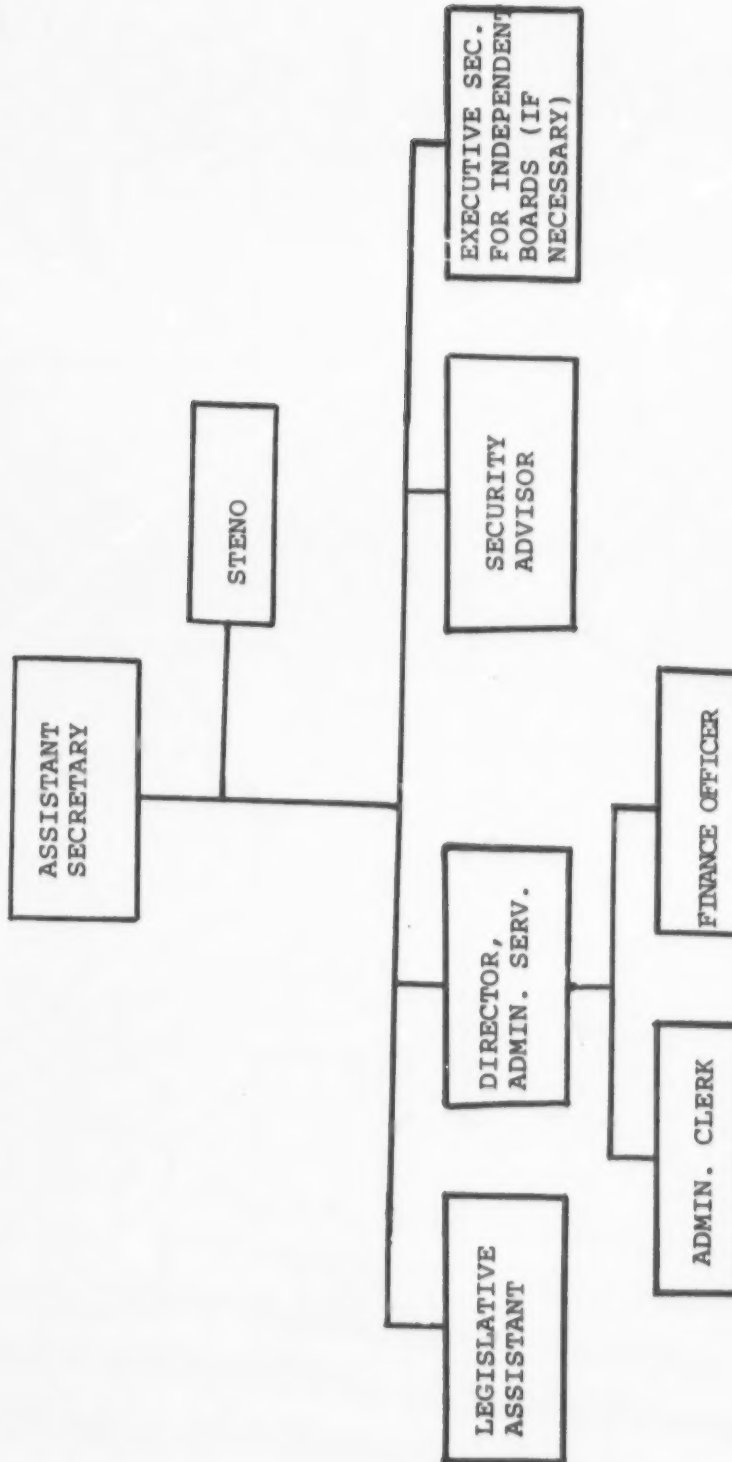


FIGURE 6.17

DEPARTMENT OF THE EXECUTIVE. - NUNAVUT
HEADQUARTERS/POLICY

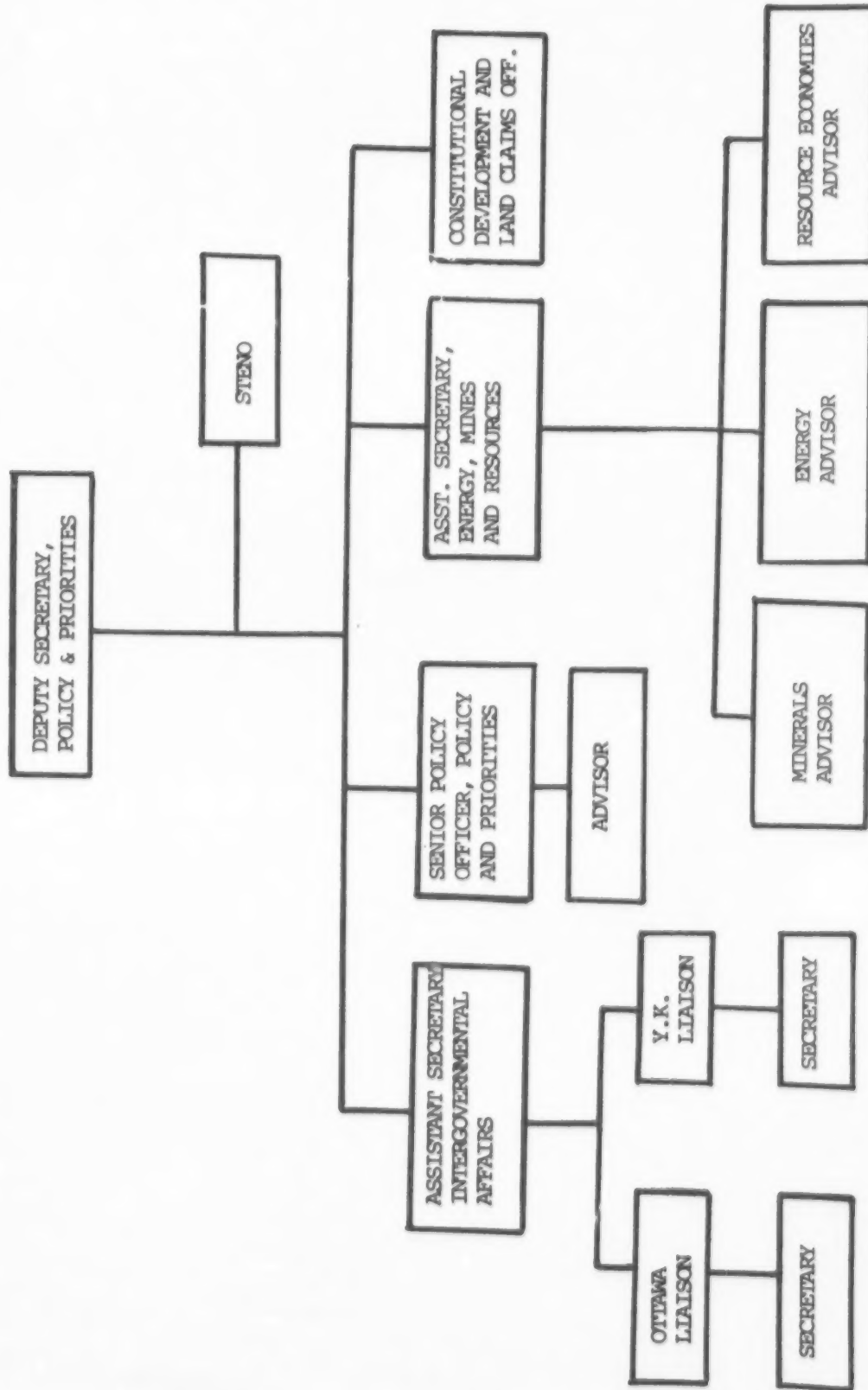


FIGURE 6.18

DEPARTMENT OF THE EXECUTIVE - NUNAVUT
HEADQUARTERS/EXECUTIVE OPERATIONS

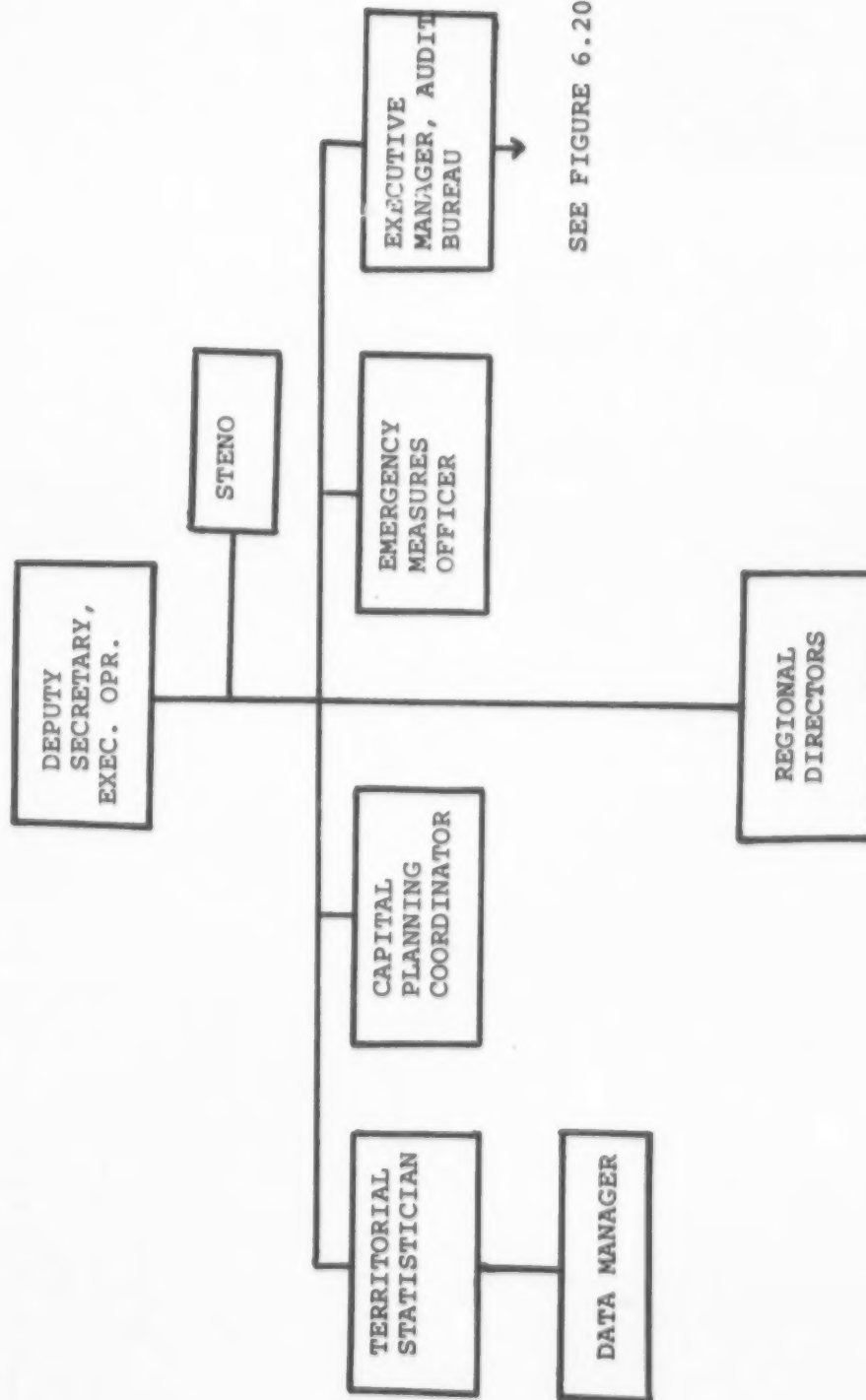
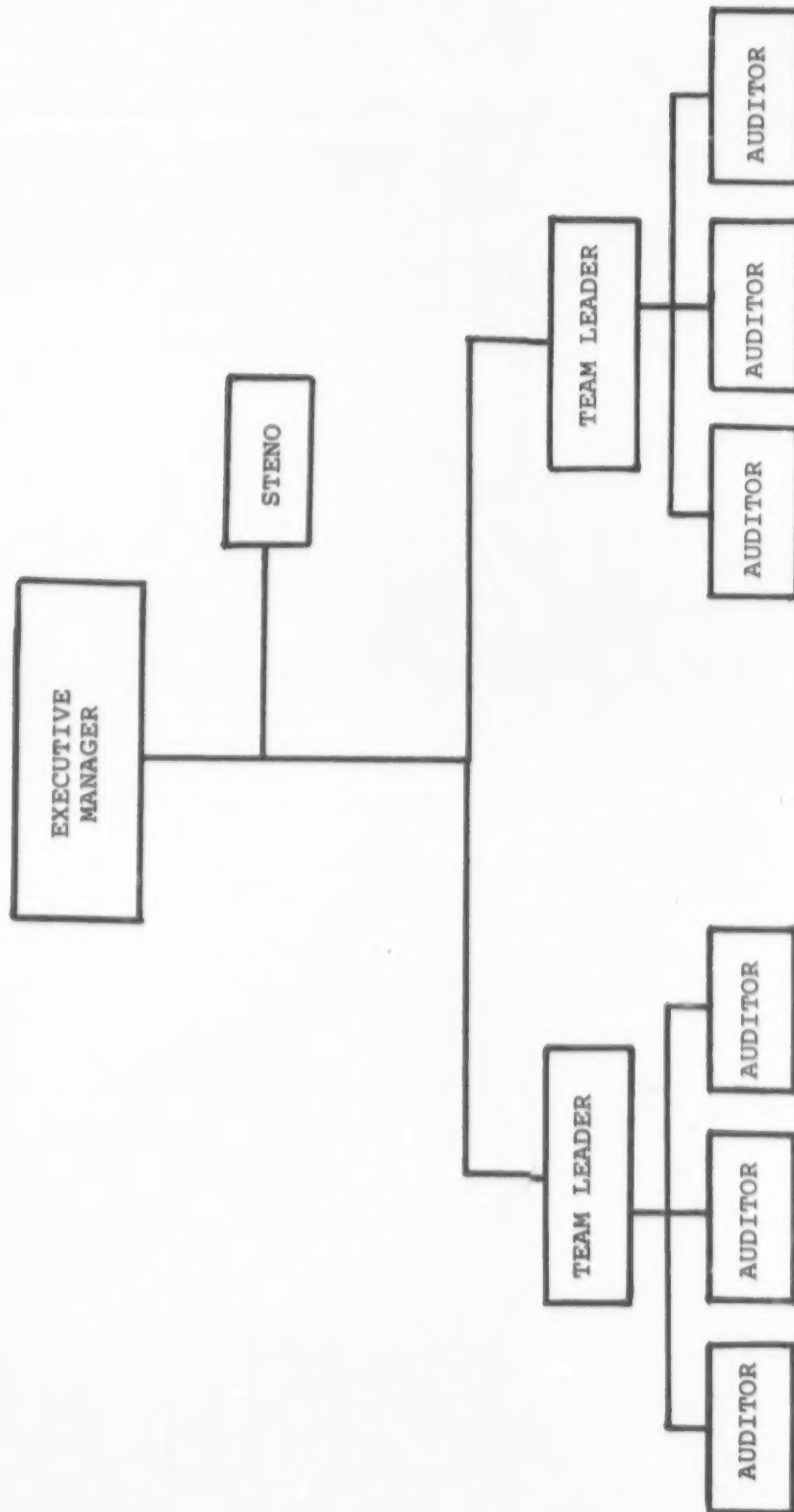


FIGURE 6.19

DEPARTMENT OF THE EXECUTIVE - NUNAVUT
HEADQUARTERS/AUDIT BUREAU



OFFICE OF THE CLERK OF THE LEGISLATIVE ASSEMBLY

A. THE CURRENT ORGANIZATION

1. Summary

The Office of the Clerk provides professional advice on parliamentary procedure to the Speaker, Committees of the Whole, Standing and Special Committees, and individual M.L.A.'s as required. The Office also serves Member's needs in finance, administration, research and public affairs. These services are not exclusive to sessions of the Legislature but are provided all year around. The Office is headed by the Clerk of the Legislative Assembly, who has the equivalent rank of Deputy Minister, and is responsible for the overall direction of the staff.

Prior to 1979, the Clerk's Office reported to the Speaker of the Legislature during sessions, and to the Commissioner between sessions. However, since 1979, the Office of the Clerk has been responsible at all times directly to the Speaker of House, who answers to the Legislature for the activities of the Office. With the passing of the Council Ordinance in 1983, the Office of the Clerk continues to evolve towards a more independent status, similar to the practice followed in provincial legislatures.

The Office has 16.1 person years (including one additional person year recently approved by the F.M.B. over the 83/84 Estimates) - 11.5 continuing and 4.6 casual. The high number of casual employees vis-a-vis other departments is largely due to the increased need for staff when the Legislature is sitting. All staff are based in Yellowknife, the Office of the Clerk having no regional component. The organization chart for the Clerk's Office is presented below (see Chart 7.1 Page 464).

2. Activities of the Office of the Clerk

a) The Directorate - Overall direction and management of the staff and office is provided by the Clerk of the Legislative Assembly. Responsibility for day to day direction has been delegated to two Clerk Assistants - one responsible for finance and administration, and one responsible for procedure. In addition, there are two clerical person years in this division.

b) Procedure - The Clerk Assistant in this division assists the Clerk in providing professional advice on parliamentary procedure when required; often it is the Clerk Assistant (Procedure) that sits at the table during sessions of Committees of the Whole. The Clerk Assistant also assists the Clerk when necessary by attending meetings of standing and

special committees of the Legislative Assembly. The public affairs, research and Hansard units are located in this division and are under the Clerk Assistant's (Procedure) supervision.

The public affairs unit prepares and dispenses information to the public and media on proceedings of the Legislative Assembly. The public affairs officer also serves individual M.L.A.'s needs by preparing press releases and ensuring these are distributed to the media. The research officer conducts research on matters referred to him by Members and acquires and maintains reference sources for M.L.A.'s. Hansard, of course, is a verbatim report of all oral proceedings of the Legislature. Producing Hansard is a costly task (in terms of person years) and most casual person years allocated to the Assembly are used for this purpose.

c) Finance and Administration - The Clerk Assistant for this division is responsible for the smooth and efficient running of sessions of the Legislative Assembly, as well as for providing inter-sessional support to M.L.A.'s. Specifically, responsibilities are in the realm of finance, personnel, and general administration. The Clerk Assistant also has responsibilities for Standing and Special committees as needs arise. The Clerk Assistant (Finance) might also be expected to relieve the Clerk and Clerk Assistant (Procedure) at the table of the Legislative Assembly if required.

Casual person years are also used in this division during sessions of the Assembly to assist staff in providing general administrative services to Members.

d) The Office of the Clerk also has funds for hiring sessional or contract staff to provide very specific services during session. A Law Clerk is hired on contract to provide legal advice to the Legislature; and the Sergeant-at-Arms, a largely ceremonial post, is also a contract person hired to maintain order among spectators, supervise pages, etc. The pages, 24 in number, provides messenger services to Members and are chosen from local schools. Finally, simultaneous interpreting services in Inuktitut (and soon the Dene languages) are provided by interpreters/translators from the Department of Information's Language Bureau.

B. OFFICE OF THE CLERK OF THE LEGISLATIVE ASSEMBLY: NUNAVUT

As the Clerk's Office provides a set of specific services to a client group - Members of the Legislative Assembly - there are not many Nunavut-specific factors which might affect its size or function in an eastern territory. The most obvious determination of its size in Nunavut will be the number of Members in a Nunavut Legislature. If there were only 1/2 of the current establishment in Nunavut, a slightly smaller Clerk's Office might be anticipated. However, all

indications are that the Legislative Assembly in an eastern territory will not be significantly smaller than the existing Assembly. (Building Nunavut, Nunavut Constitutional Forum.)

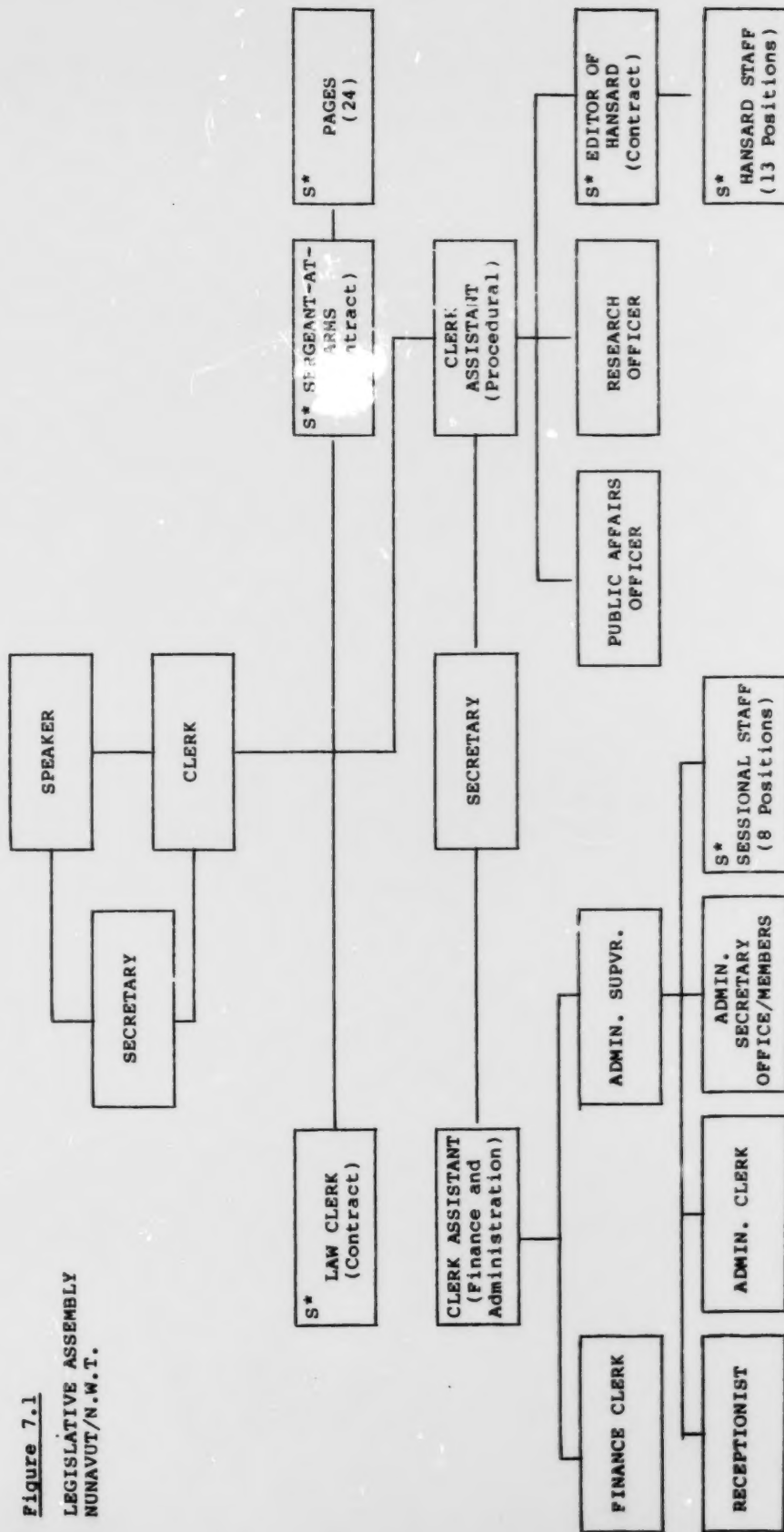
The only factor to be considered in reducing person years in a Nunavut Office of the Clerk would be technological change. Officials of the Assembly have recently introduced a word processing system which they estimate will eventually reduce person years significantly, especially clerical staff used in producing Hansard. Although this method of Hansard production could be used in an eastern territory, it would initially be very expensive and undoubtedly difficult to hire people trained in using these systems. Thus, the assessment here is that at least initially, the same number of person years will be required to produce an eastern Hansard as currently as is needed by the Legislative Assembly.

As the functions of the Clerk's Office in Nunavut are expected to remain the same as currently, at least at the outset, and the number of M.L.A.'s will be roughly the same, there would be no justification for scaling down the established person years. For these reasons, no Nunavut chart for the Office for the Clerk is presented. In a later paper, possible reorganizations to the G.N.W.T., including the Office of the Clerk, will be discussed.

It is conceivable that the process of transition from the N.W.T. to Nunavut itself may necessitate a temporary

swelling of the numbers of the legislative assembly staff. The most obvious requirement of this sort will be in adapting legislation currently in effect in the N.W.T. to the specific needs of the new territory. Each ordinance of the N.W.T. will have to be vetted and "Nunavutised" in the immediate post division period and decisions taken as to the adaptation, retention or abolition of legislation currently on the books can only be taken by the legislature in Nunavut. Because much of this will be largely technical in nature, it is likely that the new legislature will have to establish a special committee to tackle the task, and this committee will require a technically skilled support staff. Perhaps the best option here would be for the Nunavut Assembly to allow for two to three extra person years on a two year term basis. These could form a Secretariat to the Committee on Transition, which would have to include one individual with legal training, one social science researcher, and likely at least one stenographic assistant.

Figure 7.1
LEGISLATIVE ASSEMBLY
NUNAVUT/N.W.T.



SECTION IV

REORGANIZATION AND RATIONALIZATION
POST-DIVISION OPTIONS FOR INTERDEPARTMENTAL
REDISTRIBUTION OF RESPONSIBILITIES

**REORGANIZATION AND RATIONALIZATION: POST-DIVISION OPTIONS FOR
INTERDEPARTMENTAL REDISTRIBUTION OF RESPONSIBILITIES**

Up until this point, the focus of the report has been on the design of post-division organizational options which in effect replicate the current organization of the Government of the Northwest Territories. The operative assumption here has been that the system in place currently is carrying out its responsibilities adequately, and while in our individual departmental assessments we have made numerous recommendations for potential improvements in the internal ordering of activities within the departments, the basic task has still been to "scale down" the headquarter components of the G.N.W.T. to better fit the requirements of a smaller Territorial Government in Nunavut.

In this section, however, our focus shifts to the much broader considerations of the efficacy of the existing inter-departmental distribution of responsibilities. While none of these suggestions for reform is absolutely essential, all are reflective of complaints, suggestions and proposals made to the research staff in the course of interviews with G.N.W.T. officials. Because the moment of division represents a clear break with the existing situation, it also presents the founders of the two new territories with an opportunity for starting afresh - an opportunity for eliminating some of the problems in the current

administrative apparatus - simultaneously with the transfer of authority.

Two cautionary notes must be offered at this point to clarify the aims of this section of the report:

1) While the discussion of suggestions for "reform" of the existing system is an implicit critique of the G.N.W.T. bureaucracy, it must be held in mind that the current system does in fact work. That it works as well as it does is a testimony to the quality of the actual personnel occupying positions in the various departments and agencies, and it is these people who have been the source of many of the ideas for eliminating structural flaws. Thus, most of the organizational options discussed below should not be dismissed as an attempt to force northern bureaucratic institutions to fit the theories and models of southern academics. Rather, these options are largely inspired by or are the direct product of N.W.T. public servants.

2) The reorganizations and rationalizations being discussed below should not be viewed as unequivocal "recommendations" but as qualified suggestions based on judgements. In each case, we have attempted to clarify the merits of the status quo as well as to justify the potential adoption of the new option. None of the issues addressed are "black and white" and each of the proposals must be weighed carefully against the strengths of the existing system and the potential problems that can be anticipated if the proposal is adopted. Moreover, it must be recognized that the proposals for reorganization presented here do not reflect all of the possible alternatives. There may still be options outside of

either the status quo or the proposals offered here which have simply not been recognized or articulated at the present time. What is being presented is a starting point for discussions or organizational change.

The structure of this section of the report consists of broad subsections dealing department by department with problems with the existing organizations and detailing proposals for solving those problems. The initial section will address itself to the staff or program support departments and the latter section will look at the program departments themselves.

1. SUPPORT SERVICES DEPARTMENTS

A. FINANCE

Two sub-activities of the Deptment of Finance which are the least essential to the Finance functions of the G.N.W.T. are Payroll - currently located in the Comptrollership and Revenue and Collections - currently located in the Treasury Division. These activities are routine in nature and once the systems are in place, they basically can run without the input of much financial or economics expertise.

Senior officials of the Department of Finance feel that such routine operations detract from the more macroscopic concerns of the Department in fiscal policy, economic planning, managing the Consolidated Revenue Fund and developing service-wide financial and accounting systems. One argument expressed was

that the span of control in the Department is already too wide and that the additional management responsibility of these two routine operations place an unnecessary burden on senior departmental personnel. In fact, the span of management control in the Department is fairly narrow - a maximum of 4-1 in the Comptrollership. The problem is that the range of technical specialists to be managed in the Department is very wide - from macro to micro economics to accounting to systems development, etc....- Thus, senior personnel in the Department should be freed of routine management chores (such as directing Payroll and Revenue sections of their division) so that they can concentrate on bringing their diverse "finance-related" expertise to bear on broader policy issues.

One possible solution which is reflective of the practice in a large percentage of other Canadian jurisdictions would be to transfer the responsibility for issuing cheques, invoicing, collections, cash receipts, etc....-basically the Revenue and Payroll sections of the Department of Finance - to the Department of Government Services. Because the Department of Government Services is less a policy oriented department, senior officials here can concentrate on personnel management responsibilities and the addition of these two routine operations, while widening the span of management control slightly, would not overly tax senior managers. In fact, it can be argued that integrating these activities with Supply Services responsibilities such as purchasing which are already in the Department of Government Services might prove to generate greater over all efficiency and potentially

greater economies of scale.

Similarly, if the "P.O.L." functions of Government Services are retained within that Department,¹ the revenue collections associated with that role could potentially be dovetailed with the general Revenue and Collection function.

While still on the topic of the Department of Finance, one further view which emerged was that the responsibility for general accounting and for the preparation of the territorial public accounts could also be transferred to the Department of Government Services. This fits with the practice of the Federal Government - the Deputy Receiver General is also the Deputy Minister in Department of Supply and Services. The advantage of this is that the management of the flow of funds into and out of the consolidated revenue fund as well as the related accounting responsibilities would all be located in the same portfolio.

On the negative side, most of the provinces do tie the comptrollership function and the treasury function together in the same portfolio. One justification for this practice is that the responsibility for investing monies from the consolidated revenue fund is tied to the responsibility of accounting for it.

Finally, officials of the Department of Finance did not express the same enthusiasm for divesting themselves of the responsibility in the Public Accounts as they did for divesting themselves of the Payroll functions.

¹ See comments on this below.

B. DEPARTMENT OF PERSONNEL

One of the most commonly suggested administrative reforms that cropped up in the course of the research was the establishment of a Public Service Commission in the Northwest Territories to replace the existing Department of Personnel. This is hardly a radical suggestion, for every province has a Public Service (or Civil Service) Commission and, of course, so does the Federal Government. Moreover, the constitutional discussion paper prepared for the Nunavut Constitutional Forum explicitly argues for the creation of a Public Service Commission immediately.

The historical justification for a Public Service Commission lies in the civil service Reform Movement in the United States and to a lesser extent in Canada, which had as its goal the elimination of patronage or the 'spoils system' in the recruitment and selection of civil servants. The argument was that to obtain public office and either hold it or lose it on the basis of partisan loyalty was immoral - because the individual had not earned the job on his or her personal merits - or inefficient - because the public service was staffed not with the best person for the job but with an available partisan loyalist. The latter is the modern justification for non-partisan staffing procedures in Canadian public services, and the argument is built upon what has come to be known as the "merit principle".

The "merit principle" is that positions in the public service should be staffed by personnel whose qualifications best suit the functional requirements of the position - simply that the "best person for the job" should get it, irrespective of political convictions. Similarly, the merit principle implies that promotions and transfers should be awarded on the basis of accomplishments and that public employees cannot be dismissed, demoted, or otherwise disciplined except for serious misdemeanors (quite rare today) or incompetence.

The merit principle generally is applied today in the G.N.W.T. in the absence of a Public Service Commission to monitor the system or recruitment, selection and promotion, with a few justifiable exceptions such as the Northern preference policy in hiring, native employment policy, affirmative action with respect to females in the North, etc...So why the perceived need for a Public Service Commission in the N.W.T. and Nunavut?

Here are two basic arguments:

i) Politics in the Northwest Territories have been non-partisan and although there is always the odd case where an individual gets the job or gets the promotion because of "pull" - "knowing the right people", "friends in the right places" - abuses of the merit system have never been flagrant or widespread. However, politics in the North has become more factionalized, if not explicitly partisan, and the emergence of political parties may not be too far down the road. Hence, a politically neutral staffing agency should be in place now in order to secure the sanctity of the merit principle.

ii) The personnel administrative function in the G.N.W.T. is the last important responsibility of government still attached to the Commissioner. By keeping the staffing agency of the Territory in the hands of a non-partisan (i.e. Federal) officer, local political biases have not been allowed to creep into the process. The time when this was appropriate has now passed, and the staffing function should be vested in the hands of local officials. The obvious manner in which to achieve this goal and at the same time preserve the merit principle is to create an independent Public Service Commission.

Some have suggested that the solution is simply to replace the Commissioner with an elected member of the Executive Committee, as head of the existing Department of Personnel. The danger here is that an elected ExCom member could use his position to reward his friends and constituents with jobs, thus hoping to ensure reelection. Conversely, even if the Minister of Personnel were scrupulously honest in the performance of his or her duties, an unpopular decision taken by the Department would leave the Minister open to charges of bias, favoritism or patronage.

Hence, the most plausible solution would seem to be a Public Service Commission, likely with a full time chairman and two part time members responsible for overseeing the staffing process in the N.W.T. (and/or Nunavut). Note there that the actual selection of individuals for specific jobs in departments should be left largely with senior personnel in the hiring department. Staffing is an important component of line manage-

ment, even in the public service, and the Public Service Commission should be there to ensure that the merit principle is applied, to assist in setting up competitions, etc...But the Public Service Commission should not actively make the staffing decisions for the department.

If the basic principle of a Public Service Commission to ensure a fair and non-partisan staffing regime in the N.W.T. or Nunavut is accepted, there are a number of subsidiary questions that must be addressed immediately.

i) What is to be done with the remainder of the activities of the Department of Personnel?

ii) What is the appropriate reporting relationship between the Public Service Commission and the Legislative Assembly?

iii) What is the exact nature of the office of the Chairperson of the Public Service Commission and the part-time Commissioners?

Each of these must be dealt with in turn.

i) If the staffing component - recruitment, selection, promotions - is severed from the Department of Personnel and taken over by a Public Service Commission, the following program activities are left in the current Department:

- a) Classification;
- b) Compensation development;
- c) Staff training and development (including native employment;
- d) Labour relations;

- e) Employee benefits (including housing allocations).

The problem is what to do with these activities in order to give them an organizational "home". One solution is to retain a Department of Personnel minus the staffing component. There are problems with this. In the first place, staffing is the essence of the personnel function and without it, the department would lack a functional focus. Secondly, a quick survey of other jurisdictions in Canada tells us that there are no Departments of Personnel in any provinces or the Federal Government. It seems the "personnel functions" as conceived by the N.W.T. are divided up among a number of agencies and in larger governments, to decentralized "personnel branches" in the various line departments. Hence, it is difficult to make a strong argument for a Public Service Commission as well as a Department of Personnel.

The second solution is to simply transfer all of the functions of the existing Department of Personnel to the newly established Public Service Commission. The precedent for this exists in a number of the provinces and it is in many ways the simplest resolution of the problem. Moreover, there is considerable support for this option in the existing Department of Personnel.

There is a third solution which falls along the continuum between retention of both a Department of Personnel and a Public Service Commission and a total transfer of all current activities to the new Public Service Commission.

Training and development is a relatively neutral function, and yet it is one that should not be colored by immediate political concerns. Hence, there is a strong argument and a multitude of precedents for vesting this set of activities in the non-political embrace of the Public Service Commission. In fact, all Canadian jurisdictions adhere to this practice, although in larger provinces and in the federal bureaucracy, the P.S.C.'s Staff Training and Development branch merely sets training standards and oversees the implementation of departmental programs.

Similarly, the responsibility for ensuring "fairness", representativeness", etc., in the public service - the function of E.O.W., Native Employment, etc.-should be kept out of the direct control of a Minister. Hence, in most jurisdictions, these activities would be likely attached to the Public Service Commission in order to ensure the neutral application of the principles involved.

The administration of employee benefits is also a role that should be played outside the political arena. In fact, many provinces have independent "Superannuation Boards and Commissions", although in a jurisdiction as small as Nunavut or even the Northwest Territories, dis-economies of scale would lead one to the more practical option of vesting such responsibilities with the Public Service Commission.

A possible sub-option here might emerge with respect to the allocation of government housing, which is currently administered within the regional offices of the Department of Personnel.

Although housing in the North is viewed as a "perk" or a benefit of employment, the idea of vesting such responsibility with a Public Service Commission is somewhat unusual. The Federal Government, which is the only other jurisdiction that administers such a program, ties the allocation role to the construction-maintenance role in Public Works Canada. Such an option - to charge a "housing allocation committee" of the Department of Public Works with the job - should be considered by the G.N.W.T. and Nunavut, although if the current policy of getting out of the housing business is continued, the entire question may become purely an academic one.

Where there might be more protracted debate is in the question of the disposition of the functions of classification, labour relations, and compensation analysis. Some would argue that these are sub-activities or personnel administration and, hence, should be linked to the Public Service Commission. Approximately half of the provincial governments have opted for this type of solution, although in a number of larger jurisdictions the actual responsibility for job classification is delegated to the line departments and only the standards of classification are set by the central agency.

On the other hand, some would argue that these functions are inextricably linked to the basic prerogatives of management and hence should not be attached to the semi-independent Public Service Commission but should be connected to the politically responsible Executive. Here, the crux of the argument is that the employer in the public sector determines the allocation of

funds from the public purse; such funds can only be appropriated by Parliament or the Legislative Assembly and such funds can only be spent by persons directly responsible to the Legislature (through a Minister) and, therefore, the agency that develops strategies for collective bargaining and attaches dollar figures to positions within the public service, must report to an agency headed by a Minister responsible to the Legislature. The Federal Government and about half of the provinces have opted for a system similar to this.

Within the context of the N.W.T. or Nunavut, the basic choice would seem to be to vest these responsibilities with the Public Service Commission or with an agency directly accessible to the Executive Committee such as the Financial Management Secretariat. Ultimately, this choice is connected to the decision as to the appropriate reporting relationship for a Public Service Commission.

The "merit principle", to be effectively applied, must be implemented by an agency that is independent of the government of the day - from the politically accountable Minister. This would imply that the Public Service Commission be made accountable to Parliament through the Speaker of the Legislative Assembly, which is an option employed by the Federal Government and a number of the provinces.

However, where the "management functions" of collective bargaining, classification, etc...are also attached to the Public Service Commission, the constitutional requirement of "ministerial responsibility" in the authorization of expenditures of

public funds, makes it necessary to sacrifice the principle of an "independent Public Service Commission" and attach the Commission more directly to a Minister.

If both principles of "independence of a P.S.C." and ministerial responsibility in expenditures of public funds are to be adhered to, the "collective bargaining" function must be separated from the "enforcement of merit" function.

In sum, one option that should be seriously pondered by the G.N.W.T. and the Government of Nunavut is the separation of the "public service employer" activities from the "non-partisan public service" activity. By having the "bargaining agency" for the government attached to a ministerial institution such as the Financial Management Secretariat, and the Public Service Commission attached directly to the Office of the Speaker this separation would be accomplished.

B. DEPARTMENT OF INFORMATION

While nobody seems to have any serious complaints about the Department of Information, two factors make it appropriate to offer a few options in terms of the future disposition of its major program activities: 1. The potential for increased factionalism if not for the emergence of political parties in the N.W.T. in the immediate future.

2. The very small size of the Department of Information in the post-division period.

The first of these factors may mean that the public affairs function of the Department cannot be carried on in a politically neutral environment as it was in the rapidly passing "halcyon" days of "consensus government". There may be demands from Members of the Executive Committee that the information disseminated paint the government in a favorable light and complaints from the "opposition" that the Department always does so. One answer which is reflective of the experience in Ottawa is to have two "information out" apparatus' in place - one attached directly to the Executive Committee which acts as a press secretariat, preparing press releases for the government of the day and with no pretense that the activity is anything but partisan; and a second apparatus tied possibly to the Department of Government Services which informs the public of the policies and programs that affect them, attempts to play an educative role, and does its best to remain politically neutral.

The second factor, that of the very small size, might simply render a separate Department of Information too inefficient in terms of economies of scale. In fact, in all of the provinces and in the Federal Government, the basic function of "public affairs", government information and government publications and printing are attached to a Department of Government Services or Supply and Services. In no other jurisdiction in Canada is there a separate Department of Information, and it may, in the smaller post-division territories, become unaffordable.

The Language Bureau, which is the largest division in the Department of Information, is a self-contained unit. Some senior officials have suggested that it be attached to the Legislative Assembly and still others have suggested that it be transferred to the Department of Government Services.

In sum, all of the functions of the Department of Information will have to be performed in the future. If the Department should fall victim to either dis-economies of scale or the coming of party politics, the simplest solution is to transfer the divisions of the Department as a unit to the Department of Government Services. The only special provision here should be the recognition of the need for the public affairs function to be somewhat isolated from the political "heat" of the partisan arena.

D. DEPARTMENT OF THE EXECUTIVE

Although we have already proposed fairly significant changes in the internal structure of the Department of the Executive for Nunavut, there are a number of other suggestions and proposals for change that have emerged in the course of discussions with senior bureaucrats, executive assistants and territorial politicians. We will deal with these in turn and then attempt to tie them all together with a summary organization chart.

1. Ancillary activities - There is no apparent reason for the Bureau of Statistics, the Audit Bureau and the In-Service

Library to be a part of the Department of the Executive, and a number of senior officials have expressed the feeling that attaching such organizational "odds and ends" to the Executive detracts from the primary policy support function of the various secretariats.

The justification for locating the Audit Bureau in the Executive is partly historical - i.e. the Commissioner is the chief financial officer for the N.W.T., and because he is therefore responsible in law for the disposition of funds at the disposal of the G.N.W.T., it made sense to put him in charge of the people doing the auditing of the various departments and agencies of government. However, times have changed and while the N.W.T. Act still vests formal financial authority in the hands of the Commissioner, other agencies such as the F.M.B. and the Department of Finance have come to play a more important role de facto. Hence, there is no reason prima facie for the Audit Bureau to be attached to the Office of the Commissioner.

The second justification for locating the Audit Bureau in the Department of the Executive is that it is essential that the auditors be independent of the departments that they are called upon to audit. The feeling, as expressed by senior officials in the Audit Bureau, is that an audit is meaningless unless auditors are genuinely independent, and by attaching the Bureau to the Executive Department it can remain aloof from the line bureaucracy.

While the basic argument for independence is well taken, other options might rationalize the organization of the Executive and still preserve the independence of the internal audit function. Basically, if the legislation under which the auditors are granted their powers is clear, and firmly stated, the professionalism of the individual auditors should be enough to guarantee unbiased performance of their duties. On the other hand, if the people in the Audit Bureau feel strongly that the organization itself must be insulated from the "auditees", there is no reason such independence could not be assured even within one of the Departments.

Finally, one exigency that must be considered is the fact that the Nunavut Constitutional Forum has recommended that Nunavut have a legislative post audit - an "Auditor General" who is directly responsible to the Legislative Assembly. Similarly, pressure for the establishment of a Territorial Auditor General in the existing N.W.T. has been mounting and it seems likely that in the foreseeable future such an office will be created. With such an independent post audit function in place in the Territorial Government, the need for the operational or internal audit function to be organizationally isolated would be less critical.

Hence, even if we agree completely with the principle of independence of the Audit Bureau, it could be domiciled in a semi-independent form in a number of other parts of the Government. One option which has been suggested is that the Audit Bureau be attached to the Department of Government Services.

This could be done in such a way that the Bureau reports indirectly to the Deputy Minister, or, if it is decided that the independence of the Bureau organizationally is not as important as the professional independence of the individual auditors, it could be located in one of the branches of the Department. (See Figure IV.4, Department of Government Services).

Other suggestions are that the Audit Bureau be attached to the Department of Finance, which could present some difficulty given that that Department might more frequently be the subject of intensive audit, or to the F.M.S. The latter, while less likely to compromise the independence of the Audit Bureau, would place extra line managerial responsibilities on the Secretary to the F.M.B. The F.M.S. would likely be more effective if its responsibilities were kept fairly limited and focused narrowly on its responsibilities at an earlier phase of the budgetary cycle.

The Bureau of Statistics is within the Department of the Executive for historical reasons as well. There is no reason it could not be relocated in a number of other portfolios without compromising its basic task. However, if it is decided to move it in the interest of rationalizing and streamlining the Executive support function, the Department of Government Services would seem to be as appropriate a new home as any.

The In-Service Library is tied to the Department of the Executive to a large extent because that is where the extra person years could be found. Currently staffed out of the "vacancy rate" in the Department, there is a clear sense on the part of most people interviewed that the function it performs is

an important one. Hence, it seems advisable and also likely that the Library will be given its own person year establishment at some time in the future, and once it becomes a permanent part of the bureaucratic landscape, it will probably be relocated in some other portfolio.

Two suggestions as to its appropriate venue are the Legislative Assembly and the Department of Government Services. The former would convert the In-Service Library to the Legislative Library, and while most legislatures in Canada have specialized library services that provide research assistance to Members, none of them are also required to provide library resources to the various government departments. The practice in most jurisdictions is for the individual departments to have their own in-house libraries and they then arrange to borrow and loan documents among themselves. That the Legislature of the N.W.T. (and Nunavut) should have its own library is generally accepted, but if that same library should also be required to provide services to the government departments it might compromise the independence of the Legislative Assembly from the government of the day. Given that the G.N.W.T. is small in size and given that the government of Nunavut will be still smaller, it would not be economical for each department to have its own full blown library.

Thus, what is required, it would seem, is for the Legislature to gradually develop its own library resources, likely connected to the research staff of the Assembly office, and for the current In-Service Library to be transferred to the Depart-

ment of Government Services with a fixed number of permanent positions. This central government library could then function as a central information clearing house and also could coordinate overall acquisitions so that central holdings would not unnecessarily duplicate the holdings in the more specialized departmental libraries, reference rooms, etc.

In sum, the Department of the Executive would not suffer from the loss of the three ancillary units discussed above, and in fact there is a strong argument that removing them would tidy up and streamline the Executive support function. Conversely, if the reassignment of these functions is done with care, the effectiveness of the individual units need not in any way be compromised.

2. Minister's Staff - The current arrangement is for each member of the Executive Committee (now Executive Council) to have one full time Executive Assistant paid for out of the budget of the Department of the Executive, and one secretary. While the Executive Assistants are responsible only to their individual Ministers, their salaries are paid out of the overall Executive budget. It has been suggested that this might in some way compromise the privileged relationship that must exist between a Minister and the Executive Assistant, and that a preferable option would be to simply increase each Minister's allowance so that he or she could directly employ an Executive Assistant. Moreover, it has been suggested that each Minister should have

two assistants instead of the present allotment of one. The argument here is that a Minister has two types of assistance that are required to be able to effectively perform his or her responsibilities.

One assistant, and Executive Assistant, should be the political right hand of the Minister, providing necessary input on the political side of issues and as well maintaining contact with the constituency. Such an individual could conceivably be hired from within the constituency and would not only assist the Minister in the performance of his policy making responsibilities, but also would insure that the Minister's constituents do not get short-changed in terms of the quality of representation they receive.

The second assistant should be a "Special" or "Departmental" Assistant who would function as an additional link between the Minister and his/her Department(s). This individual could be assigned to the Minister from within the Department through secondment, and would be able to provide assistance in "translating" some of the more specialized material emanating from the Department. Moreover, as is the case in most other jurisdictions, a Departmental Assistant provides the Minister with an alternate contact within the portfolio which prevents total dependence and therefore control by the Deputy Minister.

3. Press Secretary - There have been a number of complaints and concerns expressed with respect to the lack of coordination between Members of the Executive Committee in statements made to the press - Ministers sometime can make contradictory statements

unknowingly. The people in the media do not like this any more than the members of the government, and one of the ways in which this can be alleviated is by instituting a Press Secretariat. Initially, this would be a single Press Officer, possibly with some secretarial help, attached to the Executive Council and reporting to the Leader of the Elected Executive. The job would be to coordinate policy statements and press releases to achieve maximum exposure and impact through timing and to avoid contradictory statements by different Ministers by insuring that all Ministers are briefed on what the government "line" is to be. Such an individual would preferably be hired from the local media, and hopefully would be able to maintain strong links within the media community.

This position would have to be quite independent of the Executive Secretariat itself because it would entail frankly partisan responsibilities. Another benefit is that it would relieve some of the potential ambivalence of the Public Affairs function in the Department of Information. The neutrality and non-partisanship of the latter can be more easily defended if the explicitly partisan roles of "apologist for the government" and "manager of the news" functions are visibly affixed to the office of the Government Leader.

4. Intergovernmental Affairs Secretariat - The operational components of the I.G.A. section of the current Department of the Executive are one officer in Ottawa who acts as a liaison with the Federal Government and a protocol officer in Yellowknife. Given the extent to which the fate of territorial governments

lies in the hands of the Federal Government, it might be expected that the I.G.A. office would be a bit more significant both in its size and in its scope of operations. Virtually all of the provinces have an I.G.A. component, and the provinces, unlike the Territories, are sovereign entities. Moreover, if there is a current trend in Intergovernmental Relations in Canada that affects the N.W.T. it is the fact that the Territorial Governments are being admitted to the exclusive club that convenes at Federal-Provincial conferences. The ultimate impact of this on the evolution of the N.W.T. to provincial status and to full responsible government is impossible to ascertain, but it is clear that the I.G.A. role of the N.W.T. is no longer simply bilateral (with Ottawa and, often more specifically, with D.I.A.N.D.) but includes as well the role of multilateral actor in constitutional conferences etc. Finally, as the N.W.T. Government evolves, the need to maintain bilateral contacts with neighbouring provinces, and more significantly, perhaps with the sister Territories of Yukon and Nunavut, will become more pronounced. Hence, given a new role to play qualitatively on the intergovernmental stage, and a quantitative increase in intergovernmental activity that affects the N.W.T. and Nunavut, the I.G.A. office should likely be expended to a fully-fledged secretariat in the Department of the Executive.

Initially, it is likely that the best tactic is simply to create the I.G.A. secretariat on paper and to employ a fairly senior office (Deputy Secretary to the Executive Council) to coordinate the policy input to intergovernmental conferences.

Support staff can be added as needed or in some cases seconded from line departments to deal with more technical matters.

Finally, the currently allotted position of "protocol officer" might more logically be attached to the Office of the Commissioner, who as the formal head of the Territorial Government bears the major burden of such responsibilities.

5. Department of the Executive or Secretariat to the Executive Council - The most significant flaw in the structure of the current Department of the Executive is that it attempts to integrate within a single institution functions which are essentially incompatible. It has significant operational responsibilities, as well as policy responsibilities, and these discrete functions are not performed by discrete units within the organization. When the policy role and the operational role get mixed up within an organization, the usual result is that the effectiveness of both suffers. Along with the blurring of the policy and operations activities of the Department is a further confusion as to whether it is a "Department" or a "Secretariat to the Executive Council". Each of these distinctions - policy vs. operations and department vs. secretariat - must be elaborated before offering any organizational solutions to the problems.

i) Policy vs. Operations - The primary job of the public service is to implement or put into effect the policies of the government. It is the public service which must take programs developed and legislated at the political level and see that they are effectively delivered to the people in the real world. Effective administration has as its central character-

istic the "routinization" of decision-making. This means that public servants in operational capacities within the bureaucracy work within fairly strictly defined limits. What is desired most in the operations side of bureaucracy is therefore predictability, conformity and impartiality, which are achieved for the most part by making the job as routine as possible.

By contrast to operations, the policy role in the bureaucracy requires not routinization and predictability, but rather creativity, imagination and innovativeness. Hence, the policy function in government departments is normally isolated in a separate branch or division. This, on the one hand, places policy personnel in a situation where they are not fettered by the routine of the operations side, and on the other hand, prevents the innovativeness and creativity necessary in the policy branch from "contaminating" the line operations.

The major "operations" function tied to the Department of the Executive is Regional Operations. If the current mode of decentralization in the N.W.T., with regional directors as senior line officers in the regions, is continued, then the establishment of completely separate divisions within the Department - one responsible for Executive Operations, the other responsible for policy - should be considered. If the current regional set-up is abandoned (either in Nunavut or in the West), then the Department of the Executive can become exclusively a policy oriented institution.

ii) Department vs. Secretariat - The essential characteristic of a government department in Canada is that it is directly accountable to a Minister. This means that a politician

is the "boss" of the organization, and while few responsible ministers would attempt to directly run the day to day operations of the department, virtually all ministers play a major role in the policy development activities of the department. By contrast to a department, a secretariat is normally attached to a committee although there is usually a functional responsibility relationship between the secretariat and the chairperson of the committee as well. In the Department of the Executive in the N.W.T. the various policy secretariats report directly to Ministers and function essentially as mini-departments.

While this system is not unheard of in other Canadian jurisdictions, the manner in which it has been implemented in the N.W.T. may explain some of the lack of coordination at the executive level that a number of Ministers, executive assistants, and senior officials have cited as a concern during the course of the Ninth Assembly.

The root of the problem likely lies in the failure to distinguish between the policy role of a department and the policy role of the executive secretariats. The policy role of a department involves the following types of processes:

- a) identification of problems and needs that come within the mandate of the department and which might lend themselves to governmental solutions;
- b) the analysis of the problems in terms of the general feasibility of policy solutions;
- c) the initiation of specific policy solutions; and

d) advocacy - making a case for the adoption of the proposal in the face of competing proposals from other departments and within the context of limited political and economic resources.

Within this scenario, the Minister is the one who must argue the case for his or her department's proposals. The Minister must play an adversarial role in the Executive Council at this stage in order to convince cabinet colleagues that his or her department's proposal should be assigned higher priority than competing proposals from other departments.

By contrast to a department's policy role, the role of a policy secretariat at the executive level is to assist the Executive Committee to resolve the interdepartmental conflicts over priorities. Where the policy branch in a department must take an adversarial posture vis a vis other department's proposals, it is the function of the Executive Secretariat to attempt to maximize the collegial dimension of the cabinet process - i.e. secretariats seldom define the problems or initiate policy. Their function is performed at a later stage in the policy process and involves:

- a) coordination rather than advocacy;
- b) synthesis of government-wide, broad policy strategies rather than analysis of specific policy options.
- c) integration and consideration of the relative political and economic feasibility of policy proposals emanating from the departments.

In the N.W.T., the Executive Secretariats are not structured in such a manner that these synthetic, coordinative, and integrative activities can be performed effectively. Because the secretariats are attached directly to Ministers, they seem to end up only adding to the adversarial dimension of the process. Instead of facilitating the resolution of conflict in the Executive Council and thus enhancing the collegial dimension of the decision making process, the secretariats become additional combatants in the interdepartmental policy wars.

While there is no such thing as a "structural fix" for problems such as the lack of policy coordination, the models proposed in Figures IV.1 to IV.3 are attempts to provide a more fertile institutional milieu for improving the current situation. Such models with minor adaptations could be applied either in Nunavut or in the N.W.T.

The basic recommendation is that the Department of the Executive become a single organization with a single chain of command instead of several separate "mini-portfolios" as is the case today. There is also a need to recognize that the Executive support agency is not a true "department" but rather a policy secretariat, and hence, consideration should be given to renaming it the Executive Secretariat or Cabinet Secretariat. The reporting relationship should be to the Executive Council as a whole functionally, but through the Leader of the Executive for administrative purposes. In keeping with the principle of unity of command, the senior officer of the Secretariat (Secretary to the Executive Council) should be at the Deputy Minister level,

should bear administrative responsibility for the entire organization and should also function as the senior policy advisor to the government. This latter recommendation implies that the Secretary to the Executive Council would also be the Secretary to the Committee on Priorities and Planning, although there should also be an assistant secretary to the Executive Council and a fairly substantial staff concentrating on Priorities and Planning. Figure IV.3 reflects a potential option if it should be decided to either scrap the regional directorates or have them report to the Executive Council through a separate Minister.

One further point to be discussed with respect to changes in the structure of the Department of the Executive has to do specifically with the Energy, Mines and Resources Secretariat. This body has two distinct roles. On the one hand it was set up to perform a policy coordination function in the important area of non-renewable resources and energy development. It was felt that existing departments with responsibility in the general policy area were not cooperating effectively particularly with respect to developing the N.W.T. position towards non-renewable resource development projects in the Mackenzie Valley, Delta-Beaufort and High Arctic.

However, a second role of the EMR Secretariat which is emerging currently is that of a "protean" department, which in the long run will evolve to a full fledged Ministry with program responsibilities. This latter role serves as the justification for the existing reporting relationship (to a Minister) and if indeed there is the likelihood that his portfolio will expand to

departmental status in the near future, then there is no question that it should report to a Minister.

The problem is that as it develops into a "department" the secretariat's coordinative role will be compromised; thus the long term solution is to establish a department of Energy, Mines and Resources, reporting to a Minister, and to leave a small policy secretariat in the Executive support component. While a short term option might be to attach an EMR "branch" to either Renewable Resources, or Economic Development, the feeling of senior personnel in the Department of the Executive is that such an option would simply return things to the situation that forced the creation of the EMR secretariat in the first place.

E. FINANCIAL MANAGEMENT SECRETARIAT

The existing structure of the Financial Management Secretariat seems to be viewed as satisfactory by most officials in the government of the N.W.T. although some people expressed fear that the F.M.S. might expand its powers in the area of program analysis in a manner that would take authority away from the line departments. This sort of uneasiness about the central agencies in the budgetary process, however, is common to all governments with an 'annual estimates' system of budgeting.

The major changes relating to the F.M.S. thus have to do almost exclusively with expanding the organization to be able to effectively assume some of the "employer" functions currently performed by the Department of Personnel. If it should be decided that a Public Service Commission is a good idea, and that the employer functions should be separated from merit functions, then the most logical domicile for support activities relating to collective bargaining, classification analysis, compensation analysis, etc. would be in an expanded Financial Management secretariat.

One organizational option is to expand the mandate of the Financial Management Board of the Executive Council to include personnel type functions. The F.M.B. would then simply become the Management Board of Cabinet (or the Executive Council) and would wear two hats depending on the circumstances: it would function as a committee on the expenditure estimates, responsible for program review and evaluation, as it does now; but it would also function as a committee of management for the Territorial public service - as the "employer".

The expanded role of the F.M.B. would naturally necessitate an expanded secretariat to provide the technical backup to the Ministers. One option would be to have two separate secretariats - F.M.S. pretty much as it is now, and a Personnel Management Secretariat to take on new responsibilities of the Board. The possible problem with this option is that there is a need to carefully integrate and coordinate the collective bargaining process with the overall business of financial planning and the

preparation of the Main Estimates - separate secretariat might end up somewhat in competition with each other thus reducing the effectiveness of the cooperation. An organizational alternative that could alleviate this would be to expand the existing F.M.S. (possibly renaming it the Territorial Management Secretariat or the Management Board Secretariat). Figure IV.5 is an attempt to summarize this option. Basically, there would be a single Secretariat headed by a Deputy Minister level Secretary to the Management Board, and two Deputy Secretaries in charge of a Financial Division and a Personnel Division. The former would be responsible for the same things currently mandated to the F.M.S. and the latter would look after classification matters, human resource planning, and compensation analysis. Labour relations would be best set up as a separate but compact division reporting directly to the Secretary but with technical input drawn from both the Finance and Personnel divisions.

While as can be seen from Figure IV.6 above, the Staff Training and Development function of the current Department of Personnel is tied to the Public Service Commission, another option would be to attach this responsibility to the Deputy Secretary, Personnel as well. The choice here does not appear to be critical, and in fact both styles of organizing the central training role can be found in other Canadian jurisdictions.

F. THE DEPARTMENT OF GOVERNMENT SERVICES

The core programs of this Department are Supply Services, which include purchasing, warehousing and distribution; Office Services and Systems and Computer Services. These are all internal support services provided to the various Departments and agencies of the G.N.W.T. The apparent organizational "misfits" in this portfolio are the N.W.T. Liquor Control System, the Registry of Motor Vehicles, and Petroleum Products Division. The logic of placing these functions, which are obviously not services to government departments, varies. P.O.L. and the Liquor System have been domiciled here because the activities of these divisions are basically akin to the purchasing, storage and distribution role of Supply Services. However, in both cases the agencies are involved in a direct commercial relationship with the public of the N.W.T. This is the sort of activity which might more effectively be placed in the semi-independent position of a crown corporation (the equivalent of an "Agency" or "Schedule C" Corporation in the Federal Government). A second option might be simply to place these "services to the public" in the Department of (Justice and) Public Services. The benefit of the latter option would be better economies of scale in the administration of the two agencies and the disadvantage would be that the independence of the agencies would be sacrificed.

The logic of tying motor vehicle licensing to the Department of Government Services is less clear.

Given that it is a fairly self contained operation, it can likely be attached to almost any Minister, but it certainly is not a Government Service. Many provinces domicile this function in their Departments of "Highways", "Transportation", etc., which in the N.W.T. would imply that the Motor Vehicles Registry could be attached to the Department of Public Works. However, the Highway division of D.P.W. is focused entirely on construction and maintenance, does not deal directly with the public in any capacity and does not have any regulatory responsibilities. Hence, probably the best place for Motor Vehicles is whence it came in the Department of Public Services where other regulatory, inspection and licensing functions are performed.

Chart IV.4 is a revised model for the Department of Government Services that excludes P.O.L., the Liquor System, and the Motor Vehicles Registry. However, as suggested in another section of this chapter, the Payroll and Revenue activities of the Department of Finance would become the Financial Services Branch of the Department of Government Services, and would be combined with Supply Services, Systems and Computer Services, to become a separate Government Services Branch under an A.D.M.

A second branch under another A.D.M. would be responsible for what can generally be described as Communication Services, and would include: the Bureau of Statistics and the In-Service Library from the Department of the Executive; and Information Services -(Public Affairs and the Government Printing and Publishing Services - and the Language Bureau) from the

Department of Information; The fifth unit in this Branch would be the Office Services Division which is already located in the Department of Government Services.

The disposition of the Audit Bureau would depend upon the preference of senior officials in either Nunavut or the N.W.T. It could be placed as it is shown on Chart IV.4 in a semi-independent position reporting to the Deputy Minister of the Department of Governmental Services, or as a separate division within the Government Services Branch.

2. THE PROGRAM DEPARTMENTS

While there are innumerable suggestions and proposals for interdepartmental reorganization that might be addressed at this point we will limit our comments to the few that cropped up most often in the course of interviews and conversations with officials in the Territorial public service. These include the following program activities:

A) The "Public Services" component of Justice and Public Services and especially the "Cultural and Historical" sub-activities included in that department.

B) The Corrections activity of the Department of Social Services.

C) The Department of Health

D) the territorial parks function in the Department of Economic Development and Tourism.

E) the manpower development and training and post secondary and continuing education activities currently dispersed among several portfolios.

Each of these must be dealt with in turn although most of them are interrelated and in some cases related to reorganizational options vis a vis the support departments discussed in the preceding section.

A. Justice and Public Services

The core program activities of the Department of Justice and Public Services include the sorts of responsibilities normally associated in provincial jurisdictions with Departments of Justice and/or Attorneys General. These include providing the courts with support, providing legal services to the other departments and agencies, providing a legislative drafting service for the Executive Council, acting as legal counsel for the government, and offering constitutional, legal and criminal justice policy advice to the cabinet. The only activity on the "justice" side of the Department of Justice and Public Services which is potentially severable is the Legal Registry. Many of the responsibilities assigned to this section of the department could be assigned to other departments -- land titles to a department of "Lands and Resources", corporate registration to a Department of "Consumer and Corporate Affairs" etc. However, because such specialized portfolios have not yet evolved in the N.W.T. (or Nunavut) and because the territorial jurisdiction of

such matters is still severely restricted, the current practice of domiciling these responsibilities in the Department of Justice seems sensible. As these more specialized portfolios develop, and as Territorial Governments come to assume fuller responsibilities in the area of lands etc. the registry functions can easily be transferred to them. Furthermore as the N.W.T./Nunavut acquires jurisdiction over provincial type matters in the area of Justice such as criminal prosecutions and interjurisdictional litigation it may be deemed necessary to divest the department of extraneous responsibilities such as the Registry and concentrate fully on consolidating the existing "Justice" activities and integrating the gradually evolving "Attorney-General"/"Crown-in-Right-of the N.W.T./Nunavut" activities.

Where the Department of Justice and Public Services has been called into question is with respect to the collocation of the "Public Services" activities in the same portfolio as the Justice activities. None of the usually applied principles of departmentalization can justify, for instance, the linking of Museums, Libraries or Mine Safety with Legislative Drafting and the Courts. The only explanation for this rather unique practice is that it evolved that way historically, or that nobody could think of a better place to domicile such diverse and miscellaneous governmental responsibilities.

In fact the Public Services component of the current Department which is headed by an Assistant Deputy Minister is itself composed of two quite distinct sorts of operations. On the one hand there are the "cultural-historical" types of responsibilities carried out by the Museums Directorate the Library Services Section and on the other there are the "regulatory-protective" responsibilities carried out by the Safety, Mining, Labour and Consumer Services units. It does not take particularly incisive analysis to conclude that there really is not a lot in common between the responsibility for Mine Inspections and that of running a Museum.

Hence one superficially obvious alternative to the cumbersome combination of Justice and Public Services -- the creation of a separate department of Public Services that would include all of the activities now under the direction of the Assistant Deputy Minister in the N.W.T. Department -- has intrinsic flaws. What ultimately will be required and what is reflective of the practice in most of the provinces is the creation of a separate department of "Culture and Historical Resources", "Culture and Recreation", or "Culture and Communication" which would assume the Museums and Libraries responsibilities of the existing Department of Justice and Public Services as well as (possibly) the Recreation and Sport component of the current Department of Local Government, (possibly) some of the communications responsibilities of the Department of Information and (possibly) Territorial Parks. This would still be a very small department and it might be initially difficult to justify the expense. However, in

both the N.W.T. and the new Western Territory it is clear that cultural matters will have to be given a great deal of priority if the fragile historical and sociocultural distinctiveness of these jurisdictions is to be preserved and enhanced. In the long run the preservation and the development of such "heritage" resources will pay off not only in terms of cultural integrity of the peoples of the North but as well in terms of hard cash revenues from tourism, marketing of native crafts and art forms etc. Finally especially with respect to the N.W.T., given that such a priority has been recognized in the establishment of a Ministry of Culture (although without any person year establishment) there would seem to be a compelling logic to the creation of a separate Department of Culture virtually immediately. It could be accomplished without significant cost by simply upgrading the current Assistant Deputy Minister's position in Justice and Public Services to a Deputy Minister level position, and by assigning existing cultural and historical type person years to the new portfolio.

As to the problem of what to do with the remaining organizational odds and ends in the Public Services branch of Justice and Public Services in the long run most of the existing responsibilities will find a suitable domicile as the Territorial Governments evolve towards full provincial status. Labour Services will have to be expanded as the Territories enact their own Labour Relations Ordinances, and ultimately there will be either a discrete Department of Labour or at least a Labour component in a Department of Labour and Employment, or Labour and Manpower.

Similarly the responsibility for Mine safety will ultimately be attached to a Department of Energy, Mines and Non-Renewable Resources, or Mines and Energy; and the responsibility for public safety and consumer protection will ultimately be domiciled in a Department of Consumer and Corporate Affairs, or Corporate Affairs and Consumer Services. However, such a proliferation of portfolios at this time would not only be inefficient because of severe diseconomies of scale but likely also would be in large part ultra vires the Territorial Legislature.

Hence what is required is an interim solution--a sort of "Department of Odds and Ends" in which organizational components which have not yet achieved independent departmental status can be nurtured to maturity and at the same time continue to provide essential service to the public of the Territory. The current nomenclature--Department of Public Services could be retained, or as is the practice in a number of Canadian jurisdictions, a Ministry of the Territorial Secretary (ministry of the Provincial Secretary in E.C. and Saskatchewan, and Secretary of State in the Federal Government) could be created. Such a Department could then assume all of the regulatory-protective functions of the Department of Justice and Public Services, as well as sundry regulatory, licensing and commercial activities of the government such as Motor Vehicles, Liquor System, and Petroleum Products. Because the person years for all of these activities are currently allotted, the only additional human resource requirement would be one Deputy Minister level position which in all likelihood could be filled by an in service competition in the

N.W.T.

B. THE DEPARTMENT OF SOCIAL SERVICES

All in all the Department of Social Services is responsible for a set of services which are clearly interrelated both functionally and in terms of client group. The only exception to this, and one that was noted by some people interviewed is the inclusion of the Territorial correctional institutions in this portfolio. The logic of this as articulated by personnel in the Department of Social Services, is that one of the greatest needs in the correctional system of the N.W.T. today is for an increase in the use of community corrections techniques as opposed to institutional techniques. The former clearly require the full participation of personnel with a social work background, and if the correctional system in the N.W.T. is to be coordinated -- an integrated system of institutional and community based programs -- the most logical domicile for the penal institutions in the Territory is its current one.

A further argument in favour of the current location of the correctional institutes is that there was an expressed need to separate the apprehension, prosecution, and sentencing phase of the criminal justice cycle (the key actors being the police, the crown prosecutors, and the judiciary respectively) from the incarceration, rehabilitation and parole phases of the cycle. The crux of this argument is that there is an alleged philosophical or psychological approach implicit in the earlier phases of

the cycle which is incompatible with the goals of the later phases. That the training required for effective performance of the rehabilitation and supervision of parole is linked to that of the social service workers in the Department of Social Services is indisputable, but the more questionable assumption is that the institutional phase -- incarceration -- is also more closely related to social work than to police work. The basic issue here is beyond the mandate of research into organizational development, and lies in the overall philosophy of imprisonment. (If the goal of incarceration is to protect society from potentially dangerous individuals then the role of prison staff is to "keep the prisoners inside" and the dominant actors are going to be armed guards. On the other hand if the goal of incarceration is rehabilitation of the individuals then the role of the prison staff is to "reform" the inmate and see him (or her) back in society as soon as possible, and the training of the prison officials will have to be that associated with social work). Thus, depending upon ones view of the nature of the corrections function, the organizational responsibility for the maintenance of correctional institutes could be assigned with equal justification to either Social Services or Justice.

The pattern in most of the provinces is for the responsibility over correctional institutions to be assigned to the Department of Justice (or Department of the Attorney General), although Alberta follows the Federal practice of linking corrections to the Solicitor General and Ontario has a separate Department of Correctional Services. The only Provinces which follow the N.W.T.

practice are Saskatchewan and Manitoba, both of which tie the correctional facilities to Departments of Social Services ("Community Services" in Manitoba). In the case of these two, the historical reason for domiciling Corrections in the Social Services Departments is likely reflective of the ideological leanings of successive NDP governments which would tend to favour a more humanistic approach to the criminal justice process. In the case of the majority of the provinces which have opted for linking corrections to the earlier stages of the criminal justice cycle the justification would seem to be less ideologican than practical -- in essence the argument is that given the limited mandate of provincial correctional institutions (sentences of less than two years) inmates seldom stay longer than six to eight months, and there simply is not enough time to effectively rehabilitate anyone.

In the case of Nunavut, in the immediate post-division period there will likely only be one Territorial prison in operation, the Eaffin Correctional Centre, and as has been explained in an earlier section of this report, that institution is currently run out of the region anyway. Hence, at the outset the burden of administrative responsibility for correctional facilities will not be great, and the ultimate decision as to the appropriate domicile for such matters will have to be based on the preferred philosophy of criminal justice -- ultimately a political judgement. However, the time to decide is at the start, before officials within the respective departments have time to develop proprietary interests in the activity and its attendant

budgetary resources.

In the N.W.T. there is no prima facie administrative reason for moving the responsibility for corrections from Social Services to Justice. However, in the course of wider inter-departmental reorganization, - if, for instance, the Department of Justice should lose its responsibility for the current "Public Services" activities, and Health and Social Services should be combined in a single department--such a transfer of responsibility may become a consideration in order to achieve interdepartmental "balance" of program responsibilities and person year establishment.

C. THE DEPARTMENT OF HEALTH

In the N.W.T. currently the Department of Health, while separate from the Department of Social Services, shares with that department a single Deputy Minister and a single Minister. One suggestion which did crop up from time to time in the course of the research interviews was that the two departments should be more fully integrated. Needless to say this view was not supported at all by the people in the Department of Health.

In defense of a separate Department of Health, it must be pointed out that most provinces follow this practice. The exceptions are P.E.I., (Dept of Health and Social Services), Quebec, (Ministere des Affaires Sociales, which includes Health Services) and the Yukon, (Department of Health and Human Resources). Alberta is unique in that "Hospitals and Medical Care" are

in one department and "Community Health" services are tied to the Social Services function.

In the N.W.T. currently the basic activities of the Department of Health are Health Insured Services, Hospital Operations, and Health Programs and Standards. These are all functions generally associated with "Health" in other jurisdictions. However, in the N.W.T. there are considerably fewer Territorial hospitals, with the responsibility for hospital services (in the form of nursing stations) still falling within the jurisdiction of the Federal Department of Health and Welfare. Thus one of the major arguments put forward in support of a combined N.W.T. Department of Health and Social Services is based on the relatively limited responsibilities of the Department in all areas except for Health Insured Services. The point here is basically that greater economies of scale can be achieved if the administrative support units of the two departments were to be combined, while still leaving the program divisions separate.

In the case of post division Nunavut, these considerations may be even more convincing, when we take into account the fact that there is currently only one Territorial hospital in the Eastern Arctic, and that there will be severe staffing problems for management positions generally in the new Territory. While a separate Department of Health may emerge as Nunavut grows and as the Federal Government begins to transfer the responsibility for nursing stations over to the Territorial Governments, in the short run it may be that a combined department of Health and Social Services will be the best option.

One further argument in favour of a combined Department of Health and Social Services, at least through an interim period, has to do with the need for community health programs, health information programs, and specialized health programs relating to matters such as hygiene, health inspections, V.D., and in general, preventive health programs. These programs are currently the largest component in terms of person years in virtually all southern departments of Health and that such programs are necessary in the North is beyond question.

The difficulty with the current Department of Health is that it has no field personnel at all and the effective delivery of so called "community health" programs obviously requires people in the communities. Hence, until such time as the Government of the N.W.T. (or Nunavut) should decide to allocate the necessary field person years to the Department of Health, a short term option is to vest the responsibility for community health programs with CSSW's in the Department of Social Services. These people are already responsible for the delivery of programs such as those relating to alcohol and drugs, and they in fact provide a field presence in virtually all N.W.T. communities. Thus by combining the Departments of Health and Social Services operationally right now, the effective provision of community health services could be achieved and maintained until such time as the Department of Health gets its own field personnel.

Finally, if either of the post division Territories should opt for combining of the Department of Health and Social Services, it should be clear that the linkage can be close adminis-

tratively, with shared admin and financial support units, and operationally in the delivery of community health and health information programs, the Health Insured Programs Division should remain an independent and separate unit within the Department. The activities associated with the delivery of such programs involve assessment of medical services claims, the settlement of disputes relating to such claims and to the eligibility of claimants all of which have an aspect of quasi-judicial authority. Hence such a process should be insulated from the day to day operations of the department or even, as is the case in many jurisdictions placed under the direct control of an independent Medical Services Commission, or Health Insurance Board.

D. TERRITORIAL PARKS

The responsibility for Territorial parks in the N.W.T. is vested in the Department of Economic Development and Tourism, where it shares a division with Tourism. The logic of this organizational domicile for Territorial parks is that Parks are linked to Tourism in the sense that they are one of the things that attracts people to the North. The contrary view, and one which was mentioned by several senior officials in a number of different portfolios, is that parks do not belong in a Department of Economic Development but rather should be tied to either the Department of Renewable Resources or linked to Recreation, which is currently in the Department of Local Government.

The root of the argument in favour of a parks branch located in a Department other than Economic Development and Tourism is in a slightly different view of the nature and function of Parks. Basically, if parks are seen as preserves--as oases of wilderness to be kept in their natural state, it does make more sense to place the responsibility for running them in the same hands as those responsible for the conservation of wildlife, water etc. On the other hand if Parks are seen as "facilities" to be used by tourists, then there is a greater logic for tying them to the Tourism Division of Economic Development and Tourism.

The practice in the other jurisdictions in Canada is for the most part to place Tourism, as in the N.W.T. with the departments dealing with economic development, small business etc. However, in no province is the responsibility for parks tied to the tourism function. In the provinces and the Yukon, we find that the Parks function is located in either a Department of Recreation (Recreation and Parks, Alberta, Culture, Recreation and Youth, Newfoundland) or in a Department of Resources (Ministry of Natural Resources, Ontario, Lands and Forests, Nova Scotia. Some jurisdictions also make a distinction between Historic Parks and sites and other Parks and others lump them together.

While on the one hand there is the debate as to whether Parks should be user oriented or preservation oriented, even after determining that parks should be user-oriented, the second level of the debate involves "to whose use are they to be dedicated?" In the southern provinces the collocation of Parks and Tourism is avoided because it implies a conclusion that the parks are being run for outsiders -- for tourists -- and not for the

people who live in the Province. Hence, most jurisdictions opt to connect the Parks function to the Recreation function thereby implying the far more politically acceptable notion that parks are a service being provided for the enjoyment of the province's people and only incidentally are they an attraction for tourists.

Thus, while the fact that no other government in Canada does it in the same way as the N.W.T. is no (prima facie) administrative reason for changing the practice here, it may be that the Legislative Assembly of the post division Territories' will opt to separate the Parks and Tourism functions for political reasons. In this event the most logical domicile would seem to be either in the Department of Renewable Resources or in the event that a Department of Culture or Culture and Recreation is created, within that portfolio. In the short run, in Nunavut the problem may be a purely academic one for most of the Territorial parks in existence today are in the Western part of the N.W.T. In the longer term however, the chosen domicile for the Parks function will be determined by the parks philosophy adopted by the Territorial representatives.

Moreover whatever the outcome, it is still clear that there will be a continuing need to coordinate the park planning function in such a way that the needs of the tourism industry, the recreational requirements of the people of the Territories, and the local commitment to the preservation of wilderness and conservation of wildlife species are all weighed in the decision making process.

D. MANPOWER DEVELOPMENT AND TRAINING

One comment frequently received from officials interviewed was that the training function in the N.W.T. was distributed among a number of separate portfolios and that it should be amalgamated in a sort of "Department of Training". The basic criticism of the status quo seems to fall under two broad headings: 1) that there is unnecessary duplication of effort; and 2) and that there is a lot of confusion in the minds of potential clients of training programs as to where to go to get some advice about these programs. The feeling is that by combining all of the training responsibilities in the Territory in a single department that the duplication of effort could be eliminated and at the same time the potential client would have a single clearly defined place to go for help.

This problem was addressed by a Working Committee on Training Coordination which recommended to the Territorial Government in June, 1983 that a Department of Advanced Education, Employment and Training be established. The core of this new department would be composed of person years taken primarily from the Manpower Development Division of the Department of Economic Development and Tourism, although training personnel from all Departments are to be included. The responsibility for Thebacha College would also be transferred to this new Department and the recommendations see as well the responsibility for new Territorial post secondary educational institutions including universities to be assigned to this agency.

Whether these recommendations are adopted by the N.W.T. or for that matter by Nunavut after Division is a programmatic rather than simply organizational question and as such beyond the mandate of the sub-committee. However, a few points about these recommendations should be addressed because of their organizational implications. First, the unique feature of the new department is that it would combine the responsibility for the planning and development of training programs with the delivery of those programs. This will mean that the process of Human Resources Planning, will be separated from the broader process of planning and implementing an overall industrial development strategy for the Territories'. It is possible to argue that the identification of manpower needs and the development of specific training programs should not be tied to the delivery of the programs as much with the broader economic development policy considerations, and hence the Human Resources planning phase of training should remain in a Department such as Economic Development.

Secondly, while it is generally accepted that vocational training schools should cater to the specific human resources needs of the commercial and industrial employers in the economy at large, to place an as yet unborn Territorial university in the same bailiwick would seriously inhibit its role. Universities must to some extent reflect the needs of the market place but it is of the essence of a university that it be permitted to seek and impart knowledge without direct interference from government. The function of a university is most definitely not

"training" and to fetter it with the responsibility for filling the manpower needs of the North would negate its "universality". Most provinces place the responsibility for Universities in the hands of semi-independent boards or commissions, and while these boards must report through a Minister to the Legislature, they normally do not operate as a line branch of a program department. A similar option should be considered by the N.W.T. or Nunavut at such time as they decide to create a university.

The third point here has to do with the advisability of creating an entirely separate Department of Advance Education, Employment and Training. While it is a good idea to bring together the various programs relating to training, apprenticeships, adult education etc., will the resulting organization be large enough to merit full fledged departmental status. Certainly in the smaller jurisdiction of Nunavut, and even in the N.W.T. at the outset better economies of scale would be achieved if the "training department" were to be set up as a discrete "division" with an existing department such as Education.

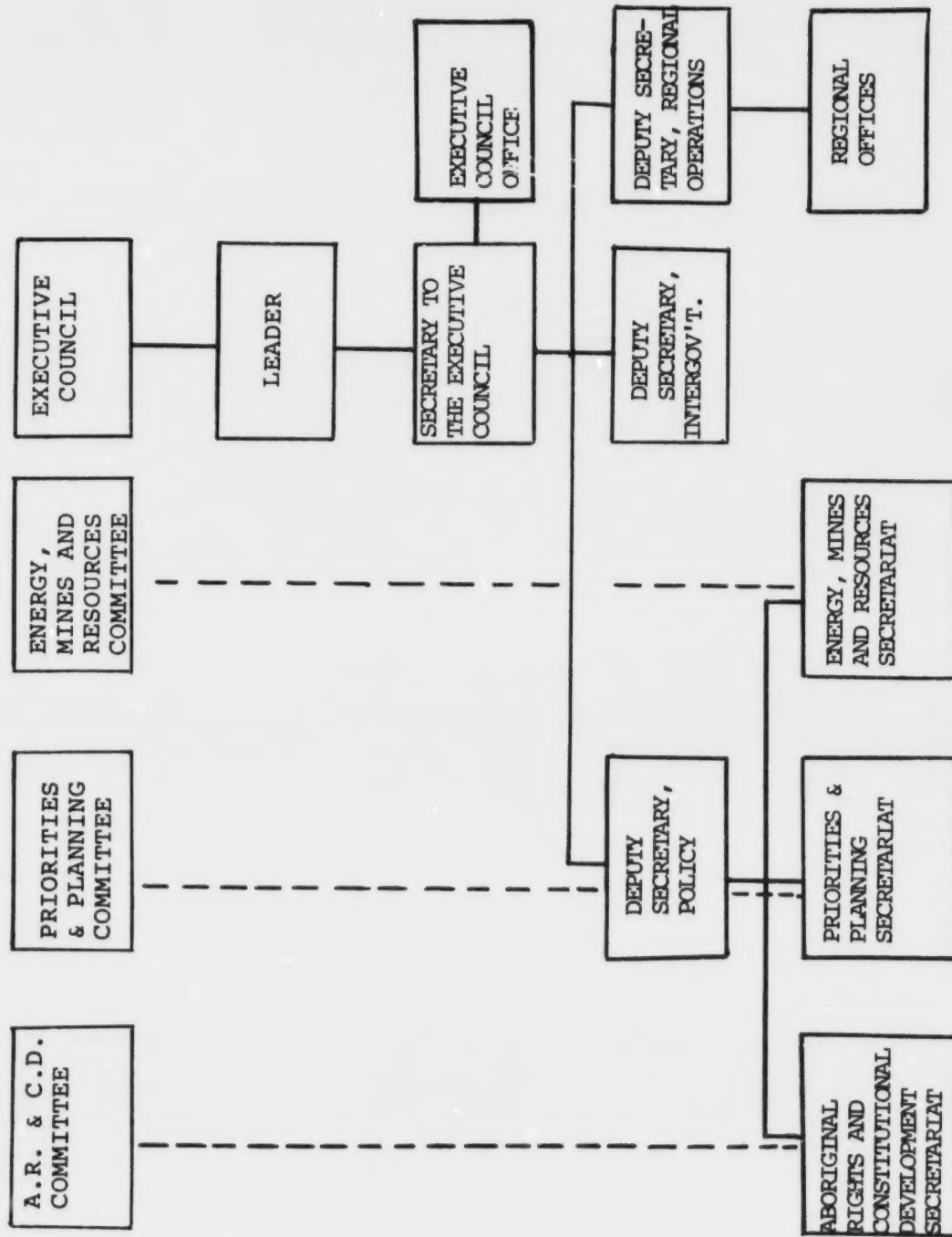
Finally, a distinction must be made between the training function within the Territorial public service and the general training function. While some of the training requirements of the various departments of government could be met by simply accessing the programs being provided by a Department of Advanced Education and Training, still others should be left to the Departments themselves, or to the Department of Personnel. In-service training is a component of the internal workings of every

organization, whether private or public sector and should not be usurped by an "all purpose" training department. Moreover, the in service training activity is one of the tools employed by management in encouraging and rewarding employees and in effectively seeing to the long term staffing needs of the organization. Hence while it is clear that there should be coordination between the training programs of the various government departments and of the central training components of the government, and the general training and advanced education programs being administered by the Department of Advanced Education Employment and Training, there will still be a need for discrete in service training activities.

This concludes what is a fairly quick and selective look at some of the options for reorganization, rationalization and interdepartmental transfers of activities. These recommendations or suggestions have been addressed in a speculative manner and must be viewed less as firm proposals for change than as organizational quirks and problems that have been identified. For either the Government of Nunavut or the Government of the N.W.T. to act on any of these would require much more extensive analysis of the problems and the full participation of personnel in the departments.

FIGURE 4.1

EXECUTIVE COUNCIL SECRETARIAT



ADMINISTRATIVE REPORTING RELATIONSHIP

FUNCTIONAL REPORTING RELATIONSHIP

FIGURE 4.2

EXECUTIVE COUNCIL SECRETARIAT - "LEAN" MODEL

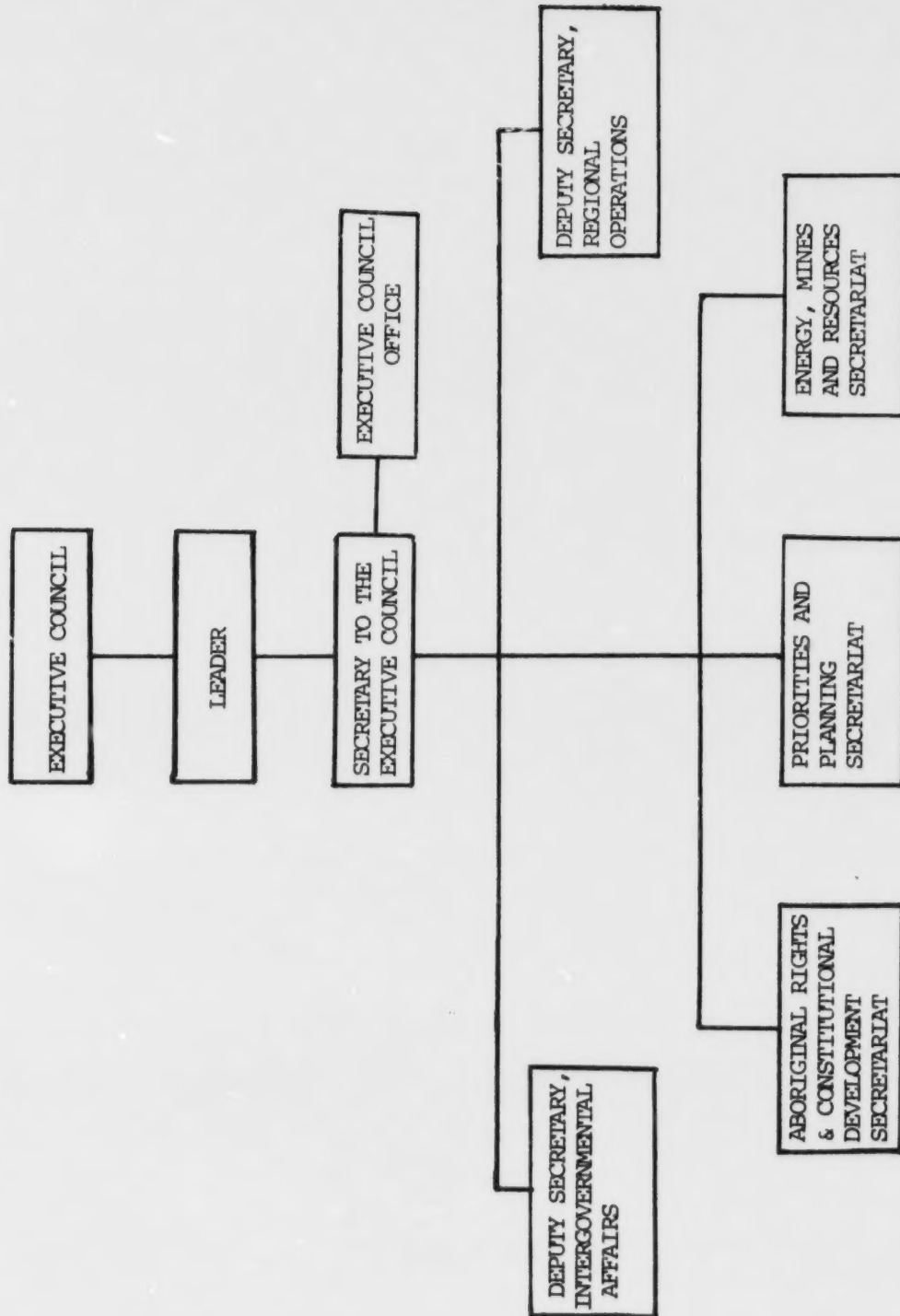


FIGURE 4.3

EXECUTIVE COUNCIL SECRETARIAT - WITHOUT REGIONAL OPERATIONS

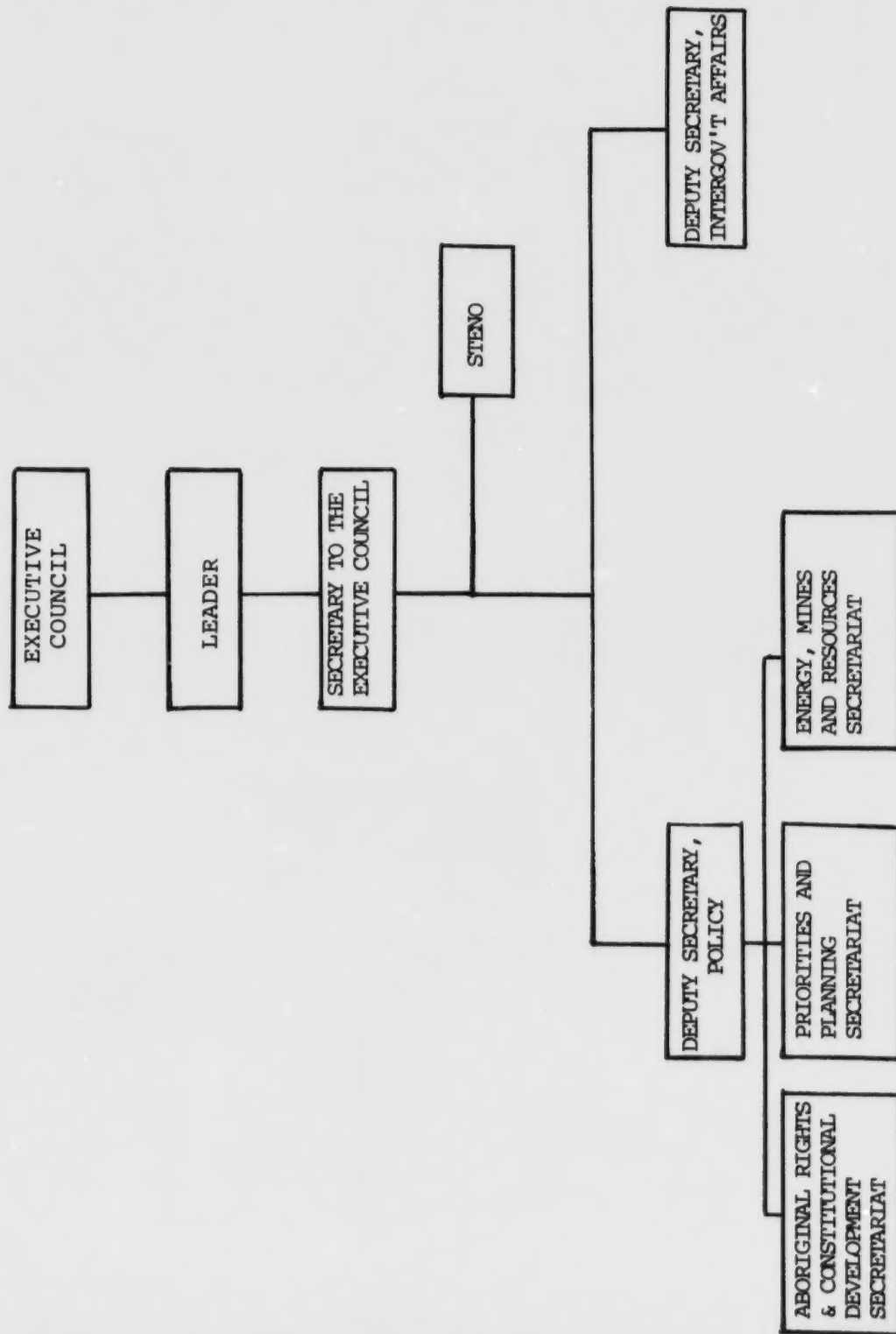


FIGURE 4.4

GOVERNMENT SERVICES - SUMMARY CHART

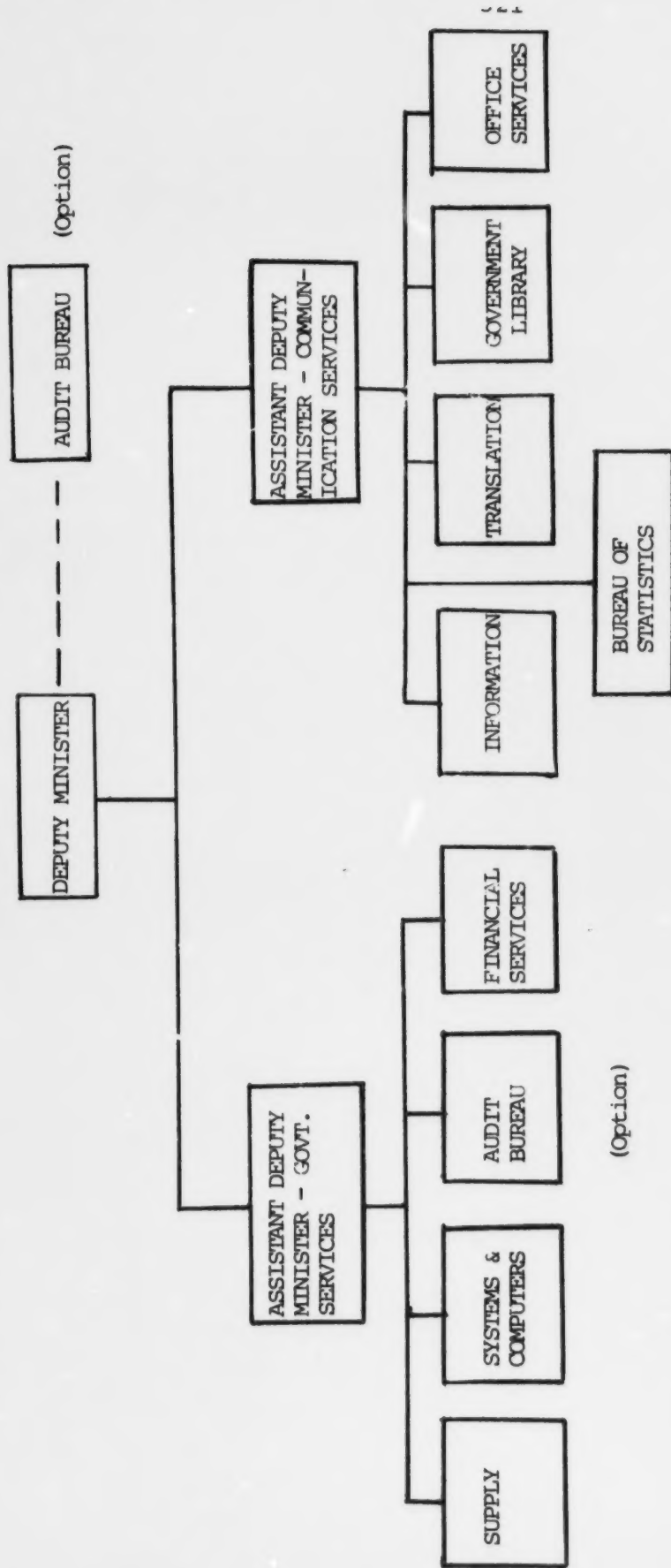


FIGURE 4.5

MANAGEMENT BOARD SECRETARIAT

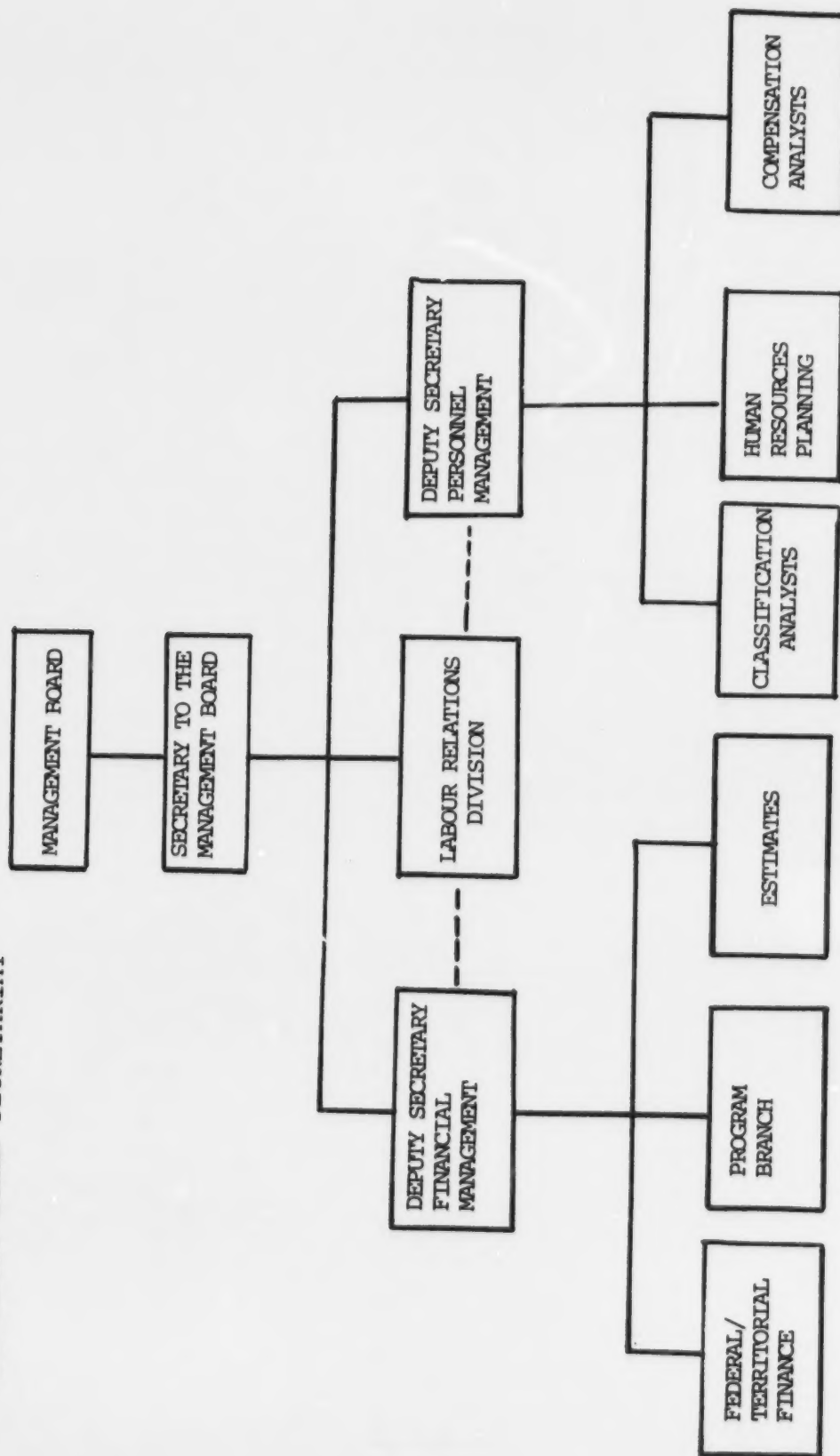


FIGURE 4.6

PUBLIC SERVICE COMMISSION

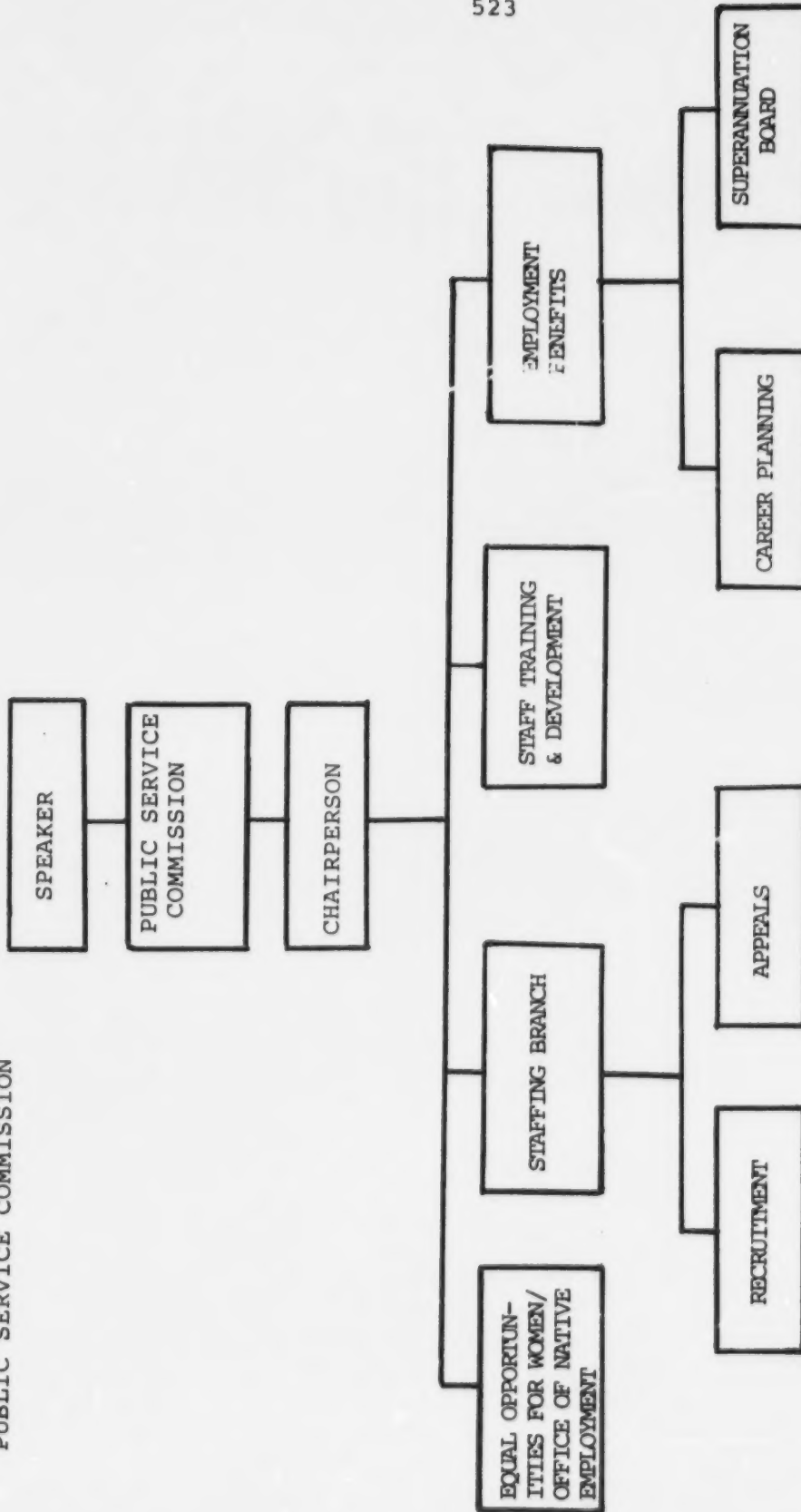


FIGURE 4.7

MINISTRY OF CULTURE

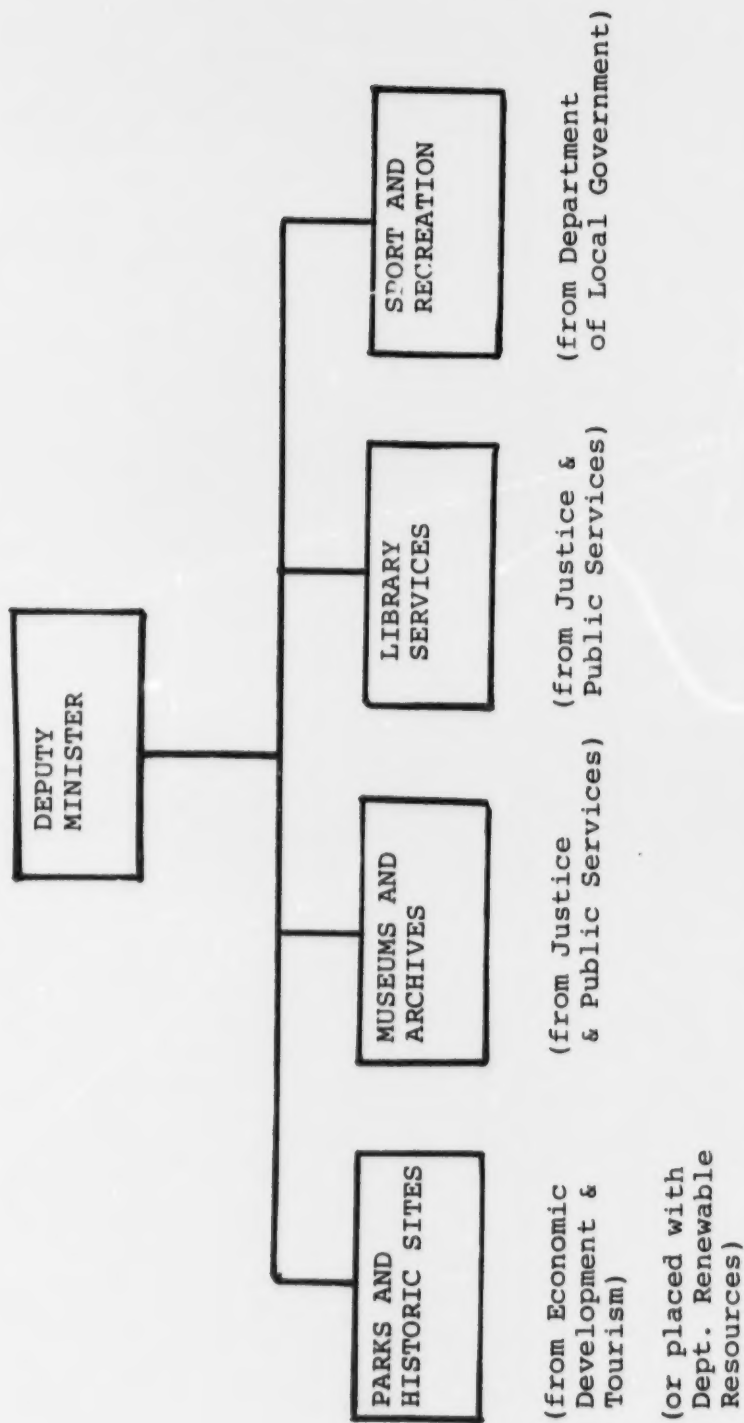
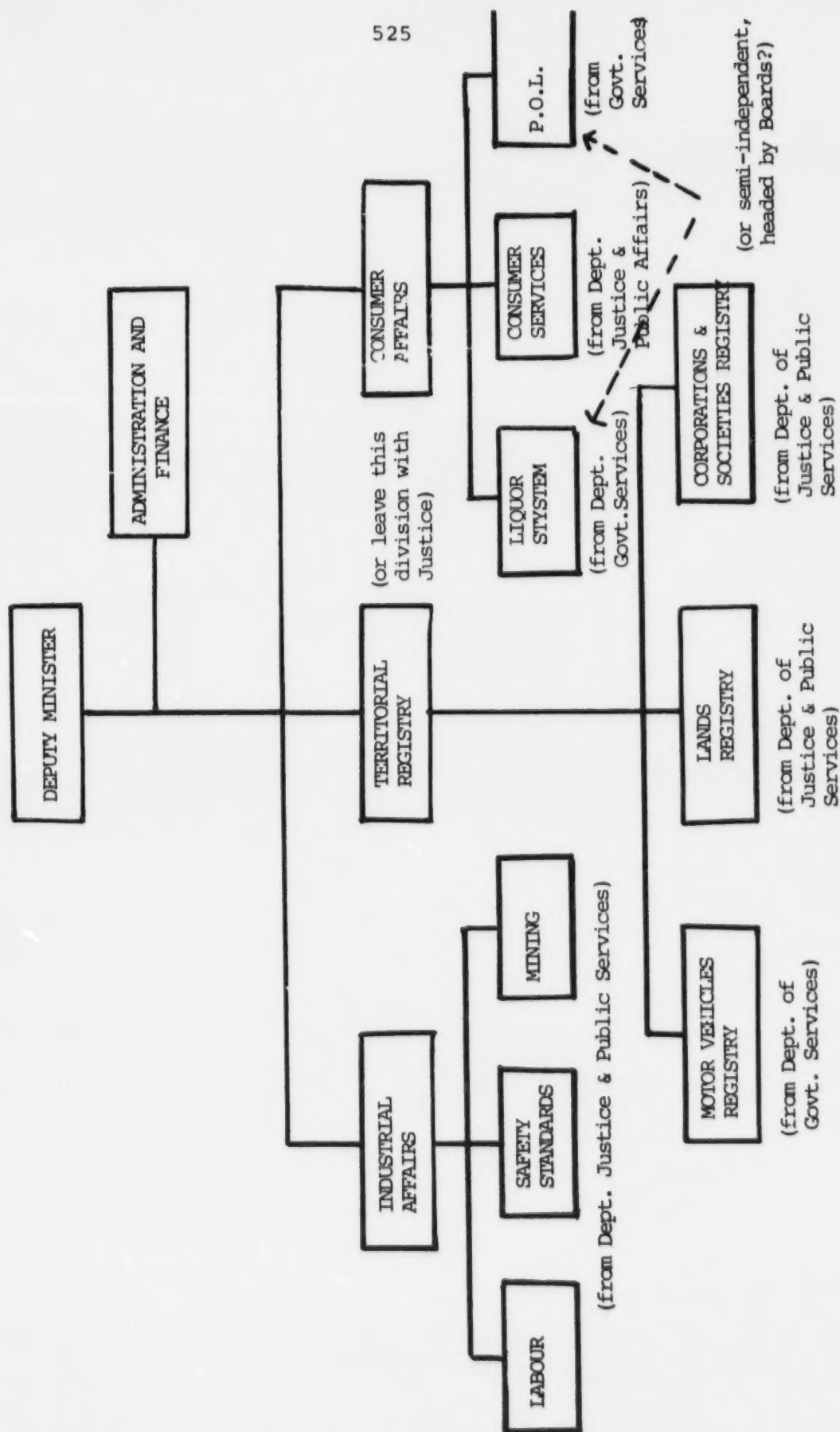
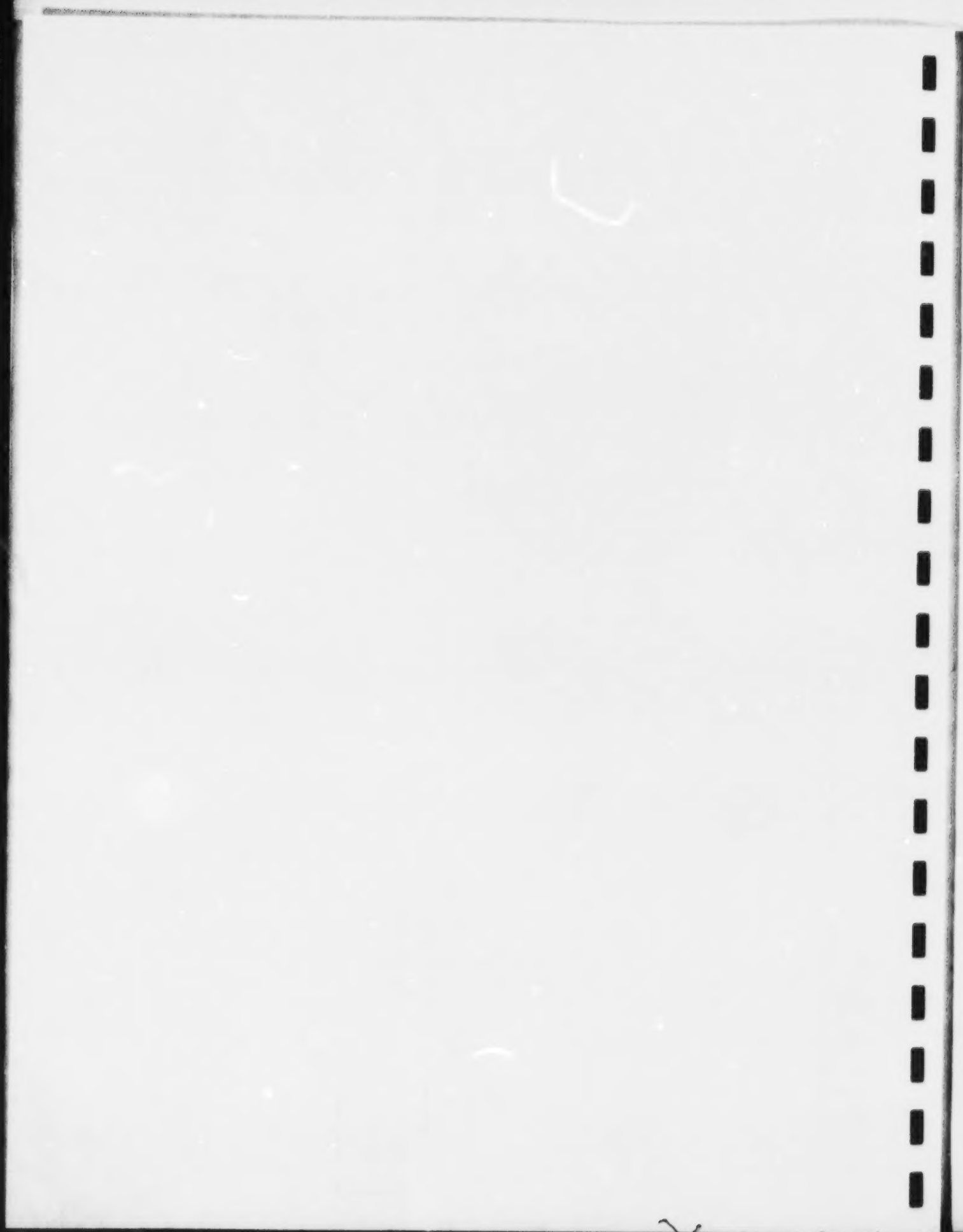


FIGURE 4.8

PUBLIC SERVICES AND TERRITORIAL REGISTRY/SECRETARY





SECTION V
APPENDICES

APPENDIX A

DIVISION AND THE FEDERAL GOVERNMENT

Prepared By

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M.Armstrong

June 1983

Division and the Federal Government

Introduction:

While the main focus of the work of the Legislative Assembly's Subcommittee on Division is on the impacts of division on the administrative and political structures of the NWT, it is also clear that the institution of two territorial governments where at present there is but one will have an impact on the federal governments northern component. The Hickling-Johnston Report commissioned by the Assembly's Special Committee on the Impact of Division addressed this particular point but concluded, somewhat cryptically, that there would be "little or no change in federal government expenditures should a division of the territories occur..." The Report goes on to say that "...A division of the territories may well permit the federal government to better tune its policies which may actually result in cost savings..." While the latter may seem a trifle optimistic, in general, the conclusion that division will not have a significant impact on direct federal activity in the North is likely accurate. After all, the federal programmes are being delivered now, and the presence of two territorial governments will not affect the incidence or size of those existing programmes. However, the Hickling-Johnston Report devoted but two short paragraphs in a 100 page document to this question and it is the feeling of the sub-committee that this issue should be examined a bit more carefully. First however, it is appropriate to comment

briefly on two questions: 1) why is the impact on division on the federal government even of concern to the Government of the N.W.T.? and, 2) are there potential determinants of federal government growth in the North that were not considered by the earlier consultant's report?

There are two answers to the first of these questions. First, the credibility of the territorial government and of the Constitutional Alliance depends upon the comprehensiveness of their planning for division. From a number of interviews with officials in federal departments both in Ottawa and in Yellowknife it is clear that no federal departments are even looking at the impacts of division let alone actively planning for it. Thus if division is to occur fairly quickly, the Legislative Assembly and the Alliance must be more prepared than the federal departments right from the start.

The second answer to the first question is related to the capital costs of establishing a territorial seat of government in the eastern Arctic. The costs of expanding and upgrading infrastructures in the capital of Nunavut will be in part determined by how many new people will be working and living there. A sewage system, for instance, is insensitive to whether it is being used by federal or territorial bureaucrats...the problem is to determine how many people in total will avail themselves of its services. Thus, the costing of the new capital will be facilitated by a fairly accurate assessment of not only HQ territorial officials and their families but of federal personnel in the capital as well.

The answer to the second question : 'why would the federal government's cost in the North be increased by Division?',

is more complex. The Hickling-Johnston Report identified one potential cause of federal cost increases after division:

...Minor increases may result by (sic) the necessity of the federal government to deal with two territorial governments instead of one in the NWT...(p25)

In this context, federal agencies providing direct services to the territorial government currently would be expected to incur a greater workload and hence greater cost if dealing with two northern governments. The Auditor General of Canada for instance whose office currently provides post audit services to the G.N.W.T. might be expected to experience some cost increase and in a similar manner the federal personnel involved in processing the estimates of the G.N.W.T. would have to process two sets of estimates after division. However, such factors would likely result in minimal cost increases---there is usually enough slack in federal agencies to allow for some increased workload without substantially increasing the person year establishment. Moreover it must be added that such cost increases related to direct federal services to territorial government would be incurred in Ottawa and would not likely see any significant PY growth in the North itself. Finally, with the increased devolution of authority to the territorial government and with current proposals for formula financing, it is conceivable that the federal agencies might soon be relieved of the responsibility for direct involvement in the territorial budgetary cycle with a consequent reduction in overall federal costs.

At another level there may be some increased federal costs associated not with the direct provision of services to

Northern governments, but with the need to carry on ongoing intergovernmental co-ordination and consultation. Many federal departments are engaged in shared cost programmes or programs which overlap significantly with programmes of the G.N.W.T. and the effective delivery of services to the public in the North requires that federal and territorial officials co-ordinate their efforts. Hence, federal agencies such as Employment and Immigration, C.M.H.C., D.R.I.E. will ultimately have to deal with two governments with a consequent increase in workload. On the other hand, much of this co-ordinative function is carried on from Ottawa, and in all likelihood the extra workload could be absorbed by the existing personnel. In any event at least part of the cost increases and PY growth would likely be incurred in the south and not in the North.

Finally, it is likely that some increased federal presence in the new capital of Nunavut will be necessitated in agencies such as the CBC. With a second government in the North, there will be at least twice as much political news to be reported, and it is unlikely that the additional workload can be absorbed entirely by the existing staff. Because of its status as a proprietary crown corporation the CBC's increased costs will be determined by internal corporate policy and not by the federal government per se. Nevertheless, it is certain that division will necessitate at least a few additional personnel in the new capital and this will have to be allowed for when we are doing the estimates of potential population increases in the seat of government.

The conclusion here therefore, is that there will be some increase in the federal costs and in federal person years as a result of the senior government having to deal with two governments instead of one, but that the judgement of the Hickling-Johnston Report - that such increases will be minor - is fairly accurate. However, there are other potential determinants of federal growth after division which were not considered by that report and these must be addressed.

The creation of a new territory in the eastern Arctic will have a direct effect on population size. This is in part because of the immediate influx of people to staff the territorial administration. A secondary factor contributing to the population increase in the capital of Nunavut will be the development of service industries to cater to the headquarters personnel of the territorial public service. The point here is that there will definitely be linear growth in federal agencies delivering services to the public directly simply by virtue of the fact that the "public" will be considerably larger. Thus the Post Office, Transport Canada, the R.C.M.P. and to a lesser extent perhaps, departments such as Employment and Immigration and Justice potentially would require expanded person year establishments simply in order to serve the increased population of the capital of Nunavut.

At a different level, even for departments which do not experience an increased workload because of either direct dealings with the new territorial government or because of linear in-

creases in the population for which they must provide a service, there will still be pressure for a marginal increase in person years simply to establish the "federal presence" in that programme area in the new territory. Here the cause for creating regional or district offices is not operational requirements but the symbolic or cosmetic need to "show the flag". Person year growth as a result of this sort of phenomenon will not happen immediately, not will the delay of such growth seriously impair the performance of departmental functions in the new territory but in the long run virtually all of the federal departments and agencies with offices in Yellowknife might be expected to replicate themselves in the capital of Nunavut.

Finally, a factor linked to some extent to the symbolic justification for the establishment of regional or district offices in Nunavut, is the universal pathological tendency of bureaucratic organizations to grow. Senior managers in the federal departments will ultimately recognise the second capital in the north as a justification for expanding the empire, and while it may not occur immediately, one need not be overly cynical to predict that it most certainly will happen at some point in the not too distant future.

The conclusion, therefore, is that while the authors of the Hickling-Johnston Report were right in their suggestion that at least in the short run there is no immediate need for federal departments to grow as a result of division, in the long term there very likely will be some person year expansion in the form

of linear increments in the establishments of "service to the public" agencies, and in the form of new regional or district offices that mirror the ones in Yellowknife at the present time. We must now move to a more detailed examination of the federal departments and agencies in the North currently and to attempt an assessment of their potential for growth as a result of the creation of Nunavut.

Research Methodology

There are a number of federally produced documents which provide data on the role of the various Government of Canada departments in the North. The most significant is the Annual Northern Expenditure Plan 1982-83 which is produced by the Department of Indian Affairs and Northern Development. This large and extremely detailed compendium of facts on government in the N.W.T. and the Yukon provides aggregate data on the expenditures of governments in the north and gives numerous helpful breakdowns of budgetary information as well as highlighting trends in government expenditure. What makes ANEP especially useful for our purposes is that it also addresses the activities of governments in the north in terms of PY establishments of the various departments of the three governments. The ANEP also provides detailed breakdowns in tabular form of departmental activities in the north within a multi-year context. The only weakness of the ANEP document for our purposes is that it does not give breakdowns of person years by department by community, which is necessary if we are to be able to identify additional federal PY

requirements in the post division N.W.T. A further problem with ANEP is that there are numerous discrepancies between the information coming from the departments directly and that contained with the ANEP report. These could be errors in the gathering and collating of the data, they could be derivative of different systems of classification of data, or they could be a result of the aging of the information and a too great time lag between collecting the information and publication of the report.

The second major document that provides aggregate data on the federal government's presence in the North is the annual Government Activities in the North, also published by DIAND. This however, is focussed more on the provision of general information as to what programs are being delivered to people in the North and does not address the more technical questions of spending and Government Employment. Moreover, this report does not specify whether the programs are delivered in the north or from Ottawa and other regional offices in the South.

The Main Estimates provides the most technical and the most accurate information on federal government expenditures and person year allotments by program, but again the weakness of this information for our purposes is that neither spending nor PY data are broken down by community or region in the N.W.T. The same is true of the annual reports of the departments themselves for while some departments even provide a special annual report dealing with their specifically northern activities, none of them

2

give detailed PY breakdowns. Moreover, annual reports are concerned more with the past than with the current situation and usually by the time they are published they are out of date.

While the above documentary sources are helpful in various ways in getting the total picture of the federal government's activities in the North, they do not provide the sort of information required to assess potential PY cost increments resulting from the creation of Nunavut. As a result it has been necessary to deal directly with officials of the federal departments in order to discover how many federal public servants are actually in the north and whether they are in communities that will be Nunavut or in the western territory.

The research staff of the sub-committee has thus spoken with officials from every federal department with a presence in the N.W.T. These interviews were conducted by phone or in person with individuals in the N.W.T., in regional or district offices in Vancouver, Edmonton, Winnipeg or Regina, and in Ottawa-Hull. For the most part departmental officials were most helpful and cooperative and expressed interest in the scope and intentions of the research.

The following section of this report will provide a summary, department by department of federal person years in the Northwest Territories. For each department we have attempted to identify the basic organization as it affects the N.W.T. and Nunavut, the breakdown by community and by program (where relevant) and a speculation or concrete departmental plans for adjusting to the post division situation in the north that could be

gleaned from our interviews.

Canada Post Corporation

The basic aim of the Canada Post Corporation is to provide mail service at equal cost to all Canadians, and this includes even those residing in extremely remote communities in the far north.

i) Organization - The N.W.T. is served by two Postal Regions, the Quebec Region and the Western Region. The western portion of the N.W.T. is served out of an Area Office in Edmonton, and is broken down into three separate postal zones - the Yellowknife Zone which serves Kitikmeot and the Keewatin as well, the Hay River Zone and the Inuvik Zone. The eastern Arctic is managed by a Supervisory postmaster in Frobisher Bay, but it is not a separate postal zone. Organizationally, it is tied to an Area Manager in Val D'or Quebec.

Person Years By Activity (Total N.W.T.)

Administration	12
Postal Clerks & Postmasters	<u>84</u>
Total PY's	96

iv) Future Plans - As of April 1, 1983 the Keewatin Area became part of the Yellowknife zone. Previously it was the responsibility of the Zone Postmaster in Thompson, Manitoba. This change was the result of a policy to 'northernize' the postal system. However, there are no specific plans at the present to

CANADA POST.Person Years By LocationYellowknife Zone

<u>Yellowknife</u>		<u>Central Arctic</u>		<u>Keewatin Area</u>		<u>Total YK Zone</u>
Yellowknife	17	Cambridge Bay	2	Baker Lake	1	35
Lupin Mine	1	Coppermine	1	Coral Harbour	1	
Rae	1	Gjoa Haven	1	Eskimo Point	1	
Snowdrift	1	Holman Island	1	Rankin Inlet	2	
		Pelly Bay	1	Whale Cove	1	
		Spence Bay	1	Chesterfield Inlet	1	
				Repulse Bay	1	
Total	20		7		8	

cont...

CANADA POSTPerson Years by LocationHay River Zone

Hay River	7
Simpson	3
Pine Point	3
Ft. Smith	5
Ft. Providence	<u>1</u>
Total	21

Inuvik Zone

Inuvik	7
Ft. Norman	1
Ft. Franklin	1
Ft. McPherson	1
Ft. Good Hope	1
Aklavik	1
Tuktoyaktuk	1
Sachs Harbour	1
Norman Wells	1
Arctic Red River	<u>1</u>
Total	16

Eastern Arctic

Frobisher Bay	8
Cape Dorset	1
Lake Harbour	1
Pangnirtung	1
Hall Beach	1
Pond Inlet	1
Igloolik	1
Resolute Bay	2
Clyde River	1
Broughton Island	1
Arctic Bay	1
Grise Fiord	1
Polaris Mines	1
Mound Bay	1
Eureka	1
Sanikiluaq	<u>1</u>
Total	24

upgrade the Frobisher Bay office to a separate zone, nor are there any contingency plans that would take into account the implications for the Post Office of a divided N.W.T.

v) Comments - With the creation of a second seat of government in the eastern Arctic, there will clearly be a significant increase in the total volume of mail into and out of the centre, and furthermore there will be a significant rerouting of the flow of mail from the eastern communities to the new capital. With a potential decline of the volume to mail to Yellowknife and an increase of volume to the new capital it may be deemed advisable to upgrade the eastern Arctic to a separate zone and certainly to increase the staff of the Post Office selected as the new Nunavut capital. However, based on the current establishment of the Yellowknife Office, the total increase in person years would not be more than four to six in Frobisher, for instance, and this could conceivably be offset by a marginal reduction of staff in Yellowknife.

Department of Communications

The department is responsible for all aspects of authorization, licensing, frequency assignment, inspections and spectrum management under the Radio Act. The Ft. Smith office also operates a monitoring station.

i) Organization

Ft. Smith is a sub-office reporting to the District Office in Yellowknife, which in turn reports to the Regional Office in Winnipeg, Manitoba.

ii) Person Years By: Program/Activity/Location

Program: National Telecommunications

<u>Activity:</u>	Yellowknife	Ft. Smith
Administration	2	1
Inspectors	2	1
Total Py's (6)	<u>4</u>	<u>2</u>

iii) Future Plans

No indication at this time of plans for expansion into the eastern territories with or without division.

Department of Employment & Immigration

This department is responsible for providing all employment and immigration programs in the North, including: Employment training, direct job creation, unemployment insurance, national employment service and all immigration programs.

i) Organization

Yellowknife is a Directorate (sub-region) which reports to the Edmonton Regional Office. There are several field & branch officers all reporting to Yellowknife.

ii) PY's Program/Activity/Location

	Ft. Simpson (Branch)	Ft. Smith (Branch)	Frob. (Field)	H/R (Field)	Inuvik (Field)	Rankin (Branch)	YK
I Admin. Program Activity: Admin. & Accts. Recv.			1	1	1		13
II Employment & Insurance Program Activity:							
(a) Employment Training							6
(b) Direct Job Creation							6
(c) Insurance Benefits Ser.							6
(d) National Employment Serv. Program Admin.	2	3	5	1	6	1	27
III Immigration Programs							
Total PY's (81)	<u>2</u>	<u>3</u>	<u>6</u>	<u>2</u>	<u>7</u>	<u>1</u>	<u>60</u>

iii) Future Plans

No plans at this time for expansion into the eastern Territories should division occur.

iv) Comments

Increased population in a Nunavut seat of government could increase the P.Y.'s in that community by two or three. However, these would be operational people only. Certainly in the short term there is no reason that most programs in the eastern Arctic couldn't continue to be administered from Yellowknife as at present. The exception here would be in the area of joint Federal-Territorial programs which require ongoing intergovernmental liaison. Such programs would require federal personnel to be located in the Nunavut seat of government in order to negotiate and administer joint Federal-Nunavut activities.

Energy Mines & Resources (EMR)

EMR has three branch responsibilities in the Northwest Territories: Conservation and Renewable Energy, Surveys and Mapping and Earth Physics Branch (SEISMIC).

(A) Conservation & Renewable Energy

This branch of EMR is responsible for providing technical, economic and general information and advice to the public concerning EMR's programs. They also deliver various conservation and renewable energy programs (eg. C.H.I.P. & C.O.S.P.)

i) Organization

Yellowknife is a Branch Office, reporting to the Regional Office in Edmonton.

ii) Person Years By: Program/Activity/Location

Program: Conservation & Renewable Energy

<u>Activity</u>	<u>Yellowknife</u>
Management	1
Management Support	3
Energy Project Management	3*
Service to Public	3
Total PY's (10)	10

* Two of these three positions are contract persons reporting directly to Ottawa.

iii) Future Plans

No plans, at this time for expansion into the eastern Territories should division occur. It was suggested that the need did not warrant an eastern office.

(B) Surveys & Mapping Branch

This branch of EMR is responsible for ensuring national, territorial and provincial boundaries are correctly positioned, marked and maintained. They also survey federal lands, maintain Canada lands records, provide, produce and distribute geodetic, topographic and geographic information (i.e. Maps, charts and aerial photographs).

i) Organization

Yellowknife is a Branch Office, reporting directly to the Supervisor General in Ottawa.

ii) Person Years By: Program/Activity/Location

Program: Canada Lands Surveying

<u>Activity:</u>	<u>Yellowknife</u>
Land Boudaries	1
Legal Surveys	1
Administration	3
Canada Land Records	1
Total PY's (6)	6

iii) Future Plans

Forecast to year 1988 is still six (6) person years. No more will be required. No need for eastern office, according to departmental officials

Environment Canada

The department of Environment has five main areas of concern in the N.W.T.: Parks Canada, Inland Waters, Atmospheric Environment Service, Canadian Wildlife Service, and Environmental Protection Service.

A) Parks Canada

The department evaluates geographical areas to determine their potential as National Parks and landmarks. It also manages the existing national parks in the N.W.T.

i) Organization

There are three (3) National Parks in the N.W.T. Each reports independently to the Regional Office in Winnipeg. There is also a small planning and liason office in Yellowknife.

Parks: Nahanni

Wood Buffalo (Ft. Smith)

Auyuittuq (Pangnirtung)

ii) Person Years By Activity/Location

<u>Activity:</u>	Yellowknife	Nahanni	Wood Buffalo	Auyuittuq
Administration		4	8	3
Maintenance		3	8	1
Visitor Services			4	1
Resource Conservation (wardens)		3	14	5
Planning & Liason	3			
Total PY's (57)	3	10	34	10

iii) Future Plans

No plans to change organization should division occur. However, there will be a need for one or two person years to staff a planning and liaison office in the eastern capital, to deal with Nunavut Parks officers.

B) Atmospheric Environment Service (AES)

AES is the federal agency that provides services and information pertaining to the weather, climate, ice and air quality.

i) Organization

The N.W.T. is divided into three areas. Each sub-office reports independently to its Regional office in either Edmonton, Winnipeg or Toronto.

ii) Person Years by Activity/Location

(Four sub-offices in Western Area only.)

<u>Activity</u>	YK	Cape Perry	Cambridge Bay	Ft. Smith	Inuvik	Hay River	Resolute Bay	Tuk	Hall Heach
Management	1	1						1	
Technical	5		3		1		2		2
Supervisors	1	2	1	1	2	1	1		
Operators		3							
Scientific & Professional								2	
Total PY's	7	6	4	1	3	1	3	3	2

(30)

iii) Future Plans

No plans to change organization should division occur.

C) Inland Waters

This branch plans water resource studies, develops programs to reduce flood damage and improve water management, advises the Territorial Government on water planning and management matters, and participates in assessments of environmental effects of development projects.

i) Organization

Yellowknife is a directorates, reporting to Regional Office in Regina, Saskatchewan. The other centers are sub-offices reporting to Yellowknife.

<u>Activity</u>	<u>Person Years By Activity/Location</u>				
	<u>YK</u>	<u>Inuvik</u>	<u>Baker Lake</u>	<u>Fort Smith</u>	<u>Fort Simpson</u>
Administration	5				
Technical	<u>14</u>	<u>4</u>	<u>2</u>	<u>3</u>	<u>3</u>
Total PY's (31)	19	4	2	3	3

iii) Future Plans

No plans to date for any change should division occur.

iv) Comment

Inland Waters is one of the provincial-type responsibilities that could be delegated to the Territorial Government in the near future. In the event that this should occur, there may well be an overall reduction in the PY establishment of the federal government in this area in the North.

D) Canadian Wildlife Service (CWS)

CWS conducts research, manages and administers programs under the Migratory Birds Convention Act and the Canada Wildlife Act. The service co-ordinates federal, provincial and territorial action on common wildlife problems. It also conducts surveys and does research on wildlife species and their habitats.

i) Organization

Yellowknife is a sub-office reporting to the Regional Office in Edmonton. Yellowknife is responsible for all activities in the N.W.T.

ii) Person Years by Activity/Location

<u>Activity</u>	<u>Yellowknife</u>
Management	1
Technical	2
Total	3

iii) Future Plans

Edmonton regional office suggested that a possible six (6) new positions would be added in the next few years.

iv) Comment

The department of Renewable Resources (G.N.W.T.) currently bears the major responsibility for the management of wildlife in the N.W.T. (except migratory birds) and officials in that department feel that any increase in the CWS establishment in the North would run counter to current trends towards greater devolution of authority to the Territories. Certainly there are

no short term imperatives that would necessitate an increase in CWS personnel in the post division N.W.T.

C) Environment Protection Service

EPS ensures that the federal government 's environmental protection regulations are enforced. The service is concerned with controlling air and water pollution, managing the disposal of waste, assessing and controlling the environmental impact of pollutants and handling environmental emergencies.

i) Organization

Yellowknife is a district office, reporting to Regional Office in Edmonton. Frobisher Bay and Norman Wells report to Yellowknife.

ii) Person Years By Activity/Location

	Yellowknife	Frobisher Bay	Norman Wells
Management	10	1	1
Technical	5		
Support Staff	3		
Total PY's (20)	18	1	1

iii) Future Plans

No plans to date concerning any departmental changes due to division. In the short run current programs could continue to be administered (as now) from Yellowknife.

Fisheries and Oceans

This department is responsible for fisheries research and management in the North, implementation of oceanographic and hydrographic programs, enforcement and inspection programs.

i) Organization

Yellowknife is the Arctic Operations Directorate, reporting to the Regional Office in Winnipeg, Manitoba. The other locations report to Yellowknife.

ii) Person years By Program/Activity/Location

<u>Activity</u>	<u>Frobisher Bay</u>	<u>Pond Inlet</u>	<u>Rankin Inlet</u>	<u>Hay River</u>	<u>Inuvik</u>	<u>YK</u>
Fisheries Enforcement Officers	2	1	2	5	2	4
Maintenance				1		
Biologists	1			1		1
Administration				1		4
Inspection Officers*						
Technicians*				1		
Total PY's (28)	<u>3</u>	<u>1</u>	<u>2</u>	<u>11</u>	<u>2</u>	<u>9</u>

* These three positions are responsible for inspecting commercial activities throughout the N.W.T. (i.e. fishing boats, fish plants etc.) and they report directly to the Regional Office in Winnipeg.

iii) Future Plans

No plans at this time for expansion into the eastern territories should division occur. Most of the activities of the department are strictly operational and do not involve direct dealings with the territorial government.

Health and Welfare Canada

This department is responsible for providing acute treatment care and preventive health services to the population of the Northwest Territories. It is also responsible for administering the Territorial Hospital Insurance Service Plan. The Territorial Health Care Plan and supplementary health programs.

i) Organization

Yellowknife is a Regional Office which reports directly to Ottawa. There are four (4) zones in the N.W.T. that report to Yellowknife.

ii) Person Years By Program/Activity

Administration	76	
Community Health	235	(Nursing Station Staff)
Dental	14	
Hospital Services	117	
Alcohol & Drugs	4	
Environmental Health	9	
Total PY's	455	(incl. 13 in Churchill Manitoba)

iii) *Employees by Location (Not PY's)

<u>Keewatin Zone</u>		<u>Baffin Zone</u>	
<u>Zone H.Q.-Churchill</u>		<u>Zone H.Q.-Frobisher Bay</u>	
Churchill	13	Frobisher Bay	24
Baker Lake	7	Cape Dorset	8
Sanikiluaq	4	Lake Harbour	3
Coral Harbour	5	Pangnirtung	8
Eskimo Point	9	Hall Beach	5
Rankin Inlet	10	Pond Inlet	8
Whale Cove	3	Igloolik	7
Chesterfield Inlet	3	Resolute Bay	5
Repulse Bay	3	Clyde River	8
		Broughton Island	7
		Arctic Bay	5
		Grise Fiord	3
		Nanisivik	2
Total	57(44-NWT)	Total	93

Mackenzie Zone (incl. Kitikmeot)
Zone H.Q.-Yellowknife

		(Kitikmeot)
Yellowknife	29	
Cambridge Bay		8
Coppermine		7
Ft. Liard	3	
Ft. Providence	5	
Ft. Resolution	6	
Ft. Smith	7	
Ft. Wrigley	3	
Gjoa Haven		5
Hay River	6	
Holman Island		3
Pelly Bay		2
Pine Point	2	
Snowdrift	4	
Spence Bay		6
Rae	19	
Ft. Simpson	18	
Totals	102	31
Total (133)		

Inuvik Zone
Zone H.Q.- Inuvik

Inuvik	118
Ft. Norman	5
Ft. Franklin	3
Ft. McPherson	7
Ft. Good Hope	5
Aklavik	7
Tuktoyaktuk	4
Sachs Harbour	3
Paulatuk	1
Norman Wells	4
Total	157

Regional Operations

Regional H.Q. Yellowknife - 56

Total Employees - 496*

*Note - 455 PY's but - 496 full and part time employees.

iv) Future Plans

No plans to set up a new system should division occur.

v) Comments

Because there is a need to co-ordinate territorial and federal health programs there will be a need post-division for government-to-government interfacing, and hence a requirement for some additional PY's in this department in the Nunavut seat

of government. There can also be expected a linear increase in the demand for health services in the eastern territorial capital as a result of increased population. However, if the capital were Frobisher Bay, the existing hospital is not federally operated and hence the increased costs would be basically borne by territorial/local governments. If the new capital is located elsewhere, that community will have to upgrade its nursing station to hospital status, which would also likely involve territorial rather than federal control, and could mean a net reduction in federal person years.

Finally, while there is no rigid timetable in place, the basic trend in the health and hospital services area is for the territorial government (and regional health or hospital boards) to gradually assume more and more of the federal responsibilities. It seems likely in the next few years that with or without division the northern territories will ultimately take over the responsibility for running all nursing stations in northern communities.

Thus, while NHW will require a few extra person years in order to maintain government-to-government liason in the new territory, this could well turn out to be but a short term cost increment. In the long run it seems likely that the overall PY establishment of this particular federal agency will continue to decline throughout the northern territories.

Department of Indian and Northern Affairs

a) Indian & Inuit Affairs Program

This program helps Indian and Inuit in the North to achieve their cultural, social and economic goals. The program works in co-operation with native groups and the Territorial Government.

i) Organization

Yellowknife is a Directorate and reports to the Minister in Ottawa. The Yellowknife office is responsible for the whole of the N.W.T.

ii) Person Years By Activity/Location

<u>Activity</u>	<u>Yellowknife</u>
Program Administration	2
Economic & Employment Devp	7
Band Government	5
Total PY's	<u>14</u>

iii) Future Plans

Although the Yellowknife Directorate is responsible for the whole of the N.W.T., there are currently no programs active in the eastern territories. There are no plans to set up an office in the east.

B) Northern Affairs Program

The directorate is responsible for the management of northern resource development, the protection of the environment, the preservation of native languages and cultures and the political evolution of the territories.

20

i) Organization

Yellowknife is a Directorate that reports to the minister in Ottawa. There are six (6) District Offices and four

(4) sub-offices.

<u>District Office</u>		<u>Sub-Offices</u>
Yellowknife		
Ft. Smith	-	Hay River
Inuvik	-	Norman Wells
Frobisher Bay		
Rankin Inlet	-	Baker Lake
Ft. Simpson	-	Ft. Liard

cont...

i) PY's By Program/Activity/Location

NORTHERN AFFAIRS PROGRAM

Activities:	YK	Ft. Smith	Ft. Simpson	Inuvik	Frobisher Bay	Rankin Inlet	Hay River	Fort Liard	Norman Wells	Baker Lake
Northern Admin	52									
Northern Co-Ordination and Social Devp.	5									
Northern Environmental Protection & Renewable Resources	76	34	9	13	4	3	4	3	5	1
Northern Non-Renewable Resources	27									
TOTAL(S) 236	60	34	9	13	4	3	4	3	5	1

iii) Future Plans

There are currently no plans for changing the organization should division occur. Although it is clear that this program will require a significant presence in the Nunavut seat of government.

iv) Comment

Of the 236 PY's of the Northern Affairs program of DIAND which are physically located in the N.W.T., 160 of them are in Yellowknife. The remainder are distributed among a number of communities throughout the North, but significantly only 8 of are in communities that will become a part of Nunavut, and all of these are in the Environmental Protection/Renewable Resource Management field. What this means in part is that the delivery of the current programs of the Northern Affairs branch of the department is being achieved to a large extent from the Yellowknife Directorate and from Ottawa.

The program activities that will be the most sensitive to the creation of Nunavut are Northern Administration and Co-ordination and Social Development. The latter, because it includes the responsibility for territorial relations will have to be replicated in the Nunavut seat of government, which implies, if current establishment is adequate, four or five additional person years to cater to the eastern territory. Some reduction in this number might be achieved if it turns out that the current human resources are under utilised, but there is no hard evidence to justify such a conclusion. The number of person years allotted to administrative responsibilities will be sensitive

in part to the size and complexity of the total departmental establishment in the territories. Hence if there are only 8 field personnel in the new territory, the administrative PY's at the Regional H.Q. required to service the field operations can remain very small indeed, at least at the outset. The problem with this sort of assessment however, is that the responsibilities vested in the Northern Admin personnel include a number of government-to-government type matters. If there is a second government, there will have to be a second set of such personnel to deal with it. Thus while admin support to the field operations will not require very many extra PY's in the new territory, the intergovernmental liaison responsibilities of the Northern Administration activity will have to be replicated in Nunavut if the same functions are to be performed for that government in the post division period. A target estimate of the additional PY's required by this program in order to provide these functions in Nunavut therefore might be thirty to thirty-five. This figure is very tentative of course but is based on the following considerations:

- i. Current PY establishment for the northern administration activity is 52 (in Yellowknife);
- ii. The new territory will be something between $1/3$ and $1/2$ the population of the N.W.T. today;
- iii. The bulk of the operational activities (Northern Environmental/Renewable Resources and Northern Non-Renewable Resources) are in fact centred in the western regions of the N.W.T.; and of 76 field PY's in the program only 8 are in the eastern Arctic.

What this assessment fails to account for is the amount of increased work that will accrue in Ottawa as a result of the creation of Nunavut. Hence, while we might be looking at a figure of 30 to 40 person years extra to be located in the new territorial capital, there is no easy way of assessing the extra PY's that might be required in the H.Q. component of the Department. Hence, it is essential that a very detailed analysis of the human resources requirements of the Northern Affairs Program as a result of the creation of Nunavut be undertaken by the Department before an accurate PY costing of division can be assessed.

C. Canada Oil and Gas Land Administration (COGLA)

COGLA was established to implement the Canada Oil and Gas Act and provide consistency in administering Oil and Gas exploration and development activities. COGLA also serves as the principle contact for the oil and gas industry concerning exploration activities on Canada lands.

i) Organization

Yellowknife is a Regional Office reporting directly to Ottawa.

ii) Person Years By Activity/Location

<u>Activity</u>	<u>Yellowknife</u>
Support Staff	4
Engineers	2
Technicians	3
Total PY's	<u>9</u>

iii) Future Plans

Only three wells have been drilled off the Baffin coast and all were supervised from Ottawa directly. There are no plans for activity in the near future in that area.

* Current drilling activity supervised by COGLA Yellowknife:

-4 wells operating in Arctic islands

-7 wells in Delta area.

D) Justice

The minister of justice, in Ottawa, appoints judges to the Territorial Supreme Court and through it's Yellowknife office directs court proceedings on behalf of the crown; under the criminal code, federal statutes and territorial ordinances. The department also cost shares in the Legal Aid and Native Court Worker programs.

i) Organization

Yellowknife is a Regional Office, responsible for the whole of the N.W.T., and reports directly to Ottawa.

ii) Person Years By Activity/Location

	Yellowknife
Lawyers	7
Support Staff	<u>6</u>
Total	13

iii) Future Plans

No plans, at this time, for expansion to the eastern territories should the territories divide.

iv) Comment

The department of Justice will likely have to establish a small office in the Nunavut seat of government in order to

maintain ongoing contact with the new government in matters of shared cost programs and joint enterprises such as the native court workers programs.

Public Service Commission (PSC)

The PSC administers the Public Service Employment Act, which provides for equal access to the public service for all Canadians. It also develops and administers standards for selecting candidates for the public service. It provides an appeal mechanism for challenged appointments, and audits the manner in which individual departments carry out their staffing activities.

i) Organization

Yellowknife is a District Office which reports to the Regional Office in Edmonton. Yellowknife is responsible for the whole of the N.W.T.

ii) Person Years By Program/Activity/Location

<u>Staffing Operations Program</u>	Yellowknife
<u>Activity:</u>	
Management	2
Staffing Operations	2
<u>Corporate Systems Program</u>	1
(moving, accommodations, supplies, equipment)	
<u>*Northern Career Program</u>	Yellowknife
Adminstration	5
**Training Positions	38
Total PY's (98)	

* Provides an opportunity for participants recruited from the Northern indigenous population to acquire skills that will prepare them for permanent positions within the Public Service.

** Basically an On-the-Job-Training Program. Trainees can work anywhere that there is a Federal Department or Band Office. Currently there is only one (1) trainee from the East.

iii) Future Plans

Currently there are no plans for expansion of the Department should division occur.

Department of Regional Economic Expansion (DREE)

DREE plans and co-ordinates programs to overcome regional economic disparities in Canada. In cooperation with the Territorial Government, Department of Indian Affairs & Northern Development and other Federal agencies, DREE participates in the joint planning and implementation of regional socio-economic programs for those northern areas requiring development assistance.

i) Organization

The Yellowknife office is a director reporting to the Regional Office in Saskatoon, Saskatchewan.

Yellowknife is responsible for the entire N.W.T.

ii) Person Years By: Program/Activity/Location

Programs: Special ARDA
 Regional Development Incentives
 Economic Development Agreements

Positions: Director)
 Implementation Officer) Yellowknife
 Administration Officer)
 Administration Clerk)

Total PY's (4)

iii) Future Plans

It was suggested that there was no need for an office in the Eastern Arctic and that nothing was planned should division occur.

iv) Comment:

Although the programs of this department are delivered entirely by the four people in Yellowknife, it is likely that an office will ultimately be required in the Nunavut Capital. The reason for this is that many of the DREE Programs are shared cost programs that involve Federal-Territorial coordination.

Royal Canadian Mounted Police (RCMP)

"G" Division provides policing services to the N.W.T. under contract to the Territorial Government. These services, with Headquarters in Yellowknife, encompass both federal and territorial police responsibilities.

i) Organization

The Headquarters of "G" Division is in Yellowknife, with three sub-divisions in Inuvik, Frobisher Bay and Yellowknife.

ii) Person Years by Location

See: Attachment "A".

iii) Future Plans

The possibility of forming a new Division in the Eastern Arctic seems likely should there be a division of the N.W.T. However this should not involve an extensive increase in total establishment. However, linear increases in the establishment of the Force can be expected where population increases relating to staffing the Nunavut bureaucracy occur.

Secretary of State

In the Northwest Territories the Department receives requests from voluntary associations for advice, assistance and grants for certain community activities. The Department encourages native groups to participate fully in the North's changing society while preserving their own cultural heritage. It is also concerned with preserving both the rights of official language,

minority groups and their cultural identity within their community. It is responsible for funding and monitoring organizations such as the Baffin Regional Inuit Association, and the Inuit Broadcasting Corporation.

i) Organization

Yellowknife is an Area Office and reports to the Regional Office in Edmonton. The Yellowknife Office is responsible for the whole of the N.W.T.

ii) <u>Person Years By Program/Activity/Location</u>		
<u>Program:</u>	Citizenship & Cultural	<u>Yellowknife</u>
<u>Activity:</u>	Multiculturalism	3

Total PY's (3)

iii) Future Plans

There is a three (3) person office planned for the Eastern N.W.T.. This is now at the discussion stage and may go ahead with or without division.

Solicitor General

All parole activities in Canada are a federal responsibility. The Solicitor General's Office in Yellowknife handles all parole activity in the N.W.T.

i) Organization

Yellowknife is the Area Office reporting to the District Director, in Edmonton.

ii) Person Years by: Program/Activity/Location
Yellowknife

Manager	1
Parole Officer	1
Office Manager	1
Clerical Support	1

Total PY's (4)

iii) Future Plans

The Area Manager sees no need or reason for another office in the East, should division occur.

Transport Canada

Transport Canada has two division of responsibility in the N.W.T.: Canadian Air Transportation Administration (CATA), and Canadian Marine Transportation Administration (CMTA).

A. Canadian Air Transportation Administration

CATA is responsible for developing a safe, efficient national civil air transportation system. It's northern responsibilities include: providing airports, air traffic services and navigational aids for domestic and international air routes.

i) Organization

Each site in the N.W.T. reports directly and independently to its Regional Office in either Edmonton, Winnipeg, or Montreal.

ii) Person Years By Activity/Location

<u>Location</u>	<u>Administration</u>	<u>Technical</u>
Frobisher Bay	4	14
Isachsen/Alert	4	24
Coral Harbour	7	6
Rankin Inlet	-	1
Baker Lake	6	7
Ft. Smith	8	7
Hay River	9	14
Yellowknife	40	17
Ft. Simpson	5	9
Inuvik	17	12
Cambridge Bay	12	28
Tuktoyaktuk	1	4
Ft. Good Hope	10	13
Total PY's (279)	123	156

iii) Future Plans

No discussion to date concerning any change to the department's organization should division occur. Given that reporting relationship of field personnel is currently to southern locals, there is no prima facie need to change in a post-division scenario.

B) Canadian Marine Transportation Administration

CMTA, is responsible for making the National Marine Transportation System both efficient and safe. The Canadian Coast Guard carries out environmental research and surveys; installs, operates and maintains marine navigation aids; maintains a network of radio stations; carries out search and rescue operations and administers the Navigable Waters Protection Act (NWPA) and The Arctic Pollution Prevention Act (AWPPA).

i) Organization

The Hay River operation reports to the Regional Office in Vancouver, Frobisher Bay and Alert report to Montreal Regional Office.

ii) Person Years by: Activity/Location

<u>Activity</u>	<u>Hay River</u>	<u>Frobisher Bay</u>	<u>Isachsen/ Alert</u>
Administration	13		
Technical	16	1	1
*Ship's Officers & Crews	27		
Total PY's (58)	<u>56</u>	<u>1</u>	<u>1</u>

*Actually 60 people employed for the season, BUT - only 27 person years calculated on an annual basis.

iii) Future Plans

No discussions to date concerning any changes to the organization should division occur.

Canada Mortgage & Housing (CMHC)

CMHC is responsible for housing and other programs under the National Housing Act. It insures residential mortgages loans made by approved lenders and provides direct financing to the N.W.T. Housing Corporation and private non-profit organizations for new construction, as well as the rehabilitation of existing houses.

i) Organization

Yellowknife is a Branch Office, and responsible for the delivery of all programs in the North. The Branch Office reports to the Prairie Region Office, in Saskatoon, Saskatchewan.

ii) <u>Person Years By: Program/Activity/Location</u>	<u>Yellowknife</u>	<u>Ft. Simpson</u>
Clerical Support	3	
Technical Services Support	2	
Operations & Real Estate		1
Senior Administration	3	
Appraisal Services	1	
Total PY's (10)	<u>9</u>	<u>1</u>

iii) Future Plans

Yellowknife Manager is quite positive that no office will be established in the East. He sees no need for it.

iv) Comment:

Because of direct relationship that exists between CMHC and the N.W.T. Housing Corporation it is possible that a small office will have to be set up in the Nunavut seat of government in the event that Nunavut opts for a Housing Corporation of its own.

Public Works Canada

In the north the department is involved in housing and transportation. It provides housing for federal government employees and designs, constructs and maintains highway systems. It also keeps water transportation routes navigable in the North through its dredging activities.

i) Organization

Yellowknife is a District Office which reports to the Regional Office in Edmonton. Inuvik, Frobisher Bay, Ft. Simpson, Norman Wells, Ft. Smith and Hay River are Area Offices.

ii) PY's By Program/Activity/Location

	Hay River	YK	Inuvik	Frob. Bay	Ft. Smith	Norman Wells	Ft. Simpson
I <u>Property</u> <u>Admin Program</u> <u>Priority: Maint.</u> Admin.	2 2	12 5	14 3	1 2	1 1	2 2	1
II <u>Design & Const.</u> <u>Program</u> <u>Activity: A</u> <u>Marine (ships</u> <u>off. & crews)</u> Maint. Admin.	26 2						
*B <u>Highways</u> Maint. Admin.							8 1
Totals(85)	32	17	17	3	2	4	10

* With New Road construction on highways in Simpson area there is an increase of PY's expected to 49 PY's in Simpson highways area/activity (45 maint. and admin.)

** This is a short term increase not permanent.

iii) Future Plans

With the exception of the Simpson Area, there are no plans for expansion at this time. No contingency has been discussed should division occur.

Canadian Broadcasting Corporation

The corporation was reluctant to give out the information requested but informal discussion with local CBC employees indicates that the number of reporters, etc. in the new Eastern capital would have to be increased simply to be able to cover the Nunavut government's going's-on. An estimate tossed out was that if Frobisher Bay were the Capital of Nunavut, the CBC there would require another three or four persons years.

Conclusion

The overall conclusion of this report is that the incident of division of the N.W.T. and the creation of the territory of Nunavut in the Eastern portion of the N.W.T. will not necessarily imply significant increases in the federal presence in the North. In the short run particularly, most federal departments could continue to provide the services and deliver the programs they are currently applying in the North with the same establishment they have at the present time with allowances made for linear increases in demand related to the increase of population in the new territorial seat of government.

Where the exceptions to this generalization will occur is in the case of departments which have a government-to-government interface as part of their operational mandate. Because the

clients of these departments are not the public in the communities of the North but rather the northern governments, the addition of a Nunavut territorial government will potentially double the demand from the clientele. Hence, for departments such as Employment and Immigration, Parks Canada (DOE), National Health and Welfare, Justice, and Regional Economic Expansion a virtually immediate requirement for two or three person years per department to maintain intergovernmental liaison and to facilitate the joint management of federal territorial programs is to be expected.

The extreme exception to all of this is the Department of Northern Affairs which because of its mandate is involved in a large number of federal territorial program interfaces will have to have a significant establishment in the new territorial capital. The figure suggested in this report was 30-40 person years to start with but even this is but a guess. Any conclusive assessment of the PY requirements of DIAND in the post-division period will have to be undertaken as an extensive human resources planning exercise within the department itself.

Even with these cautions in mind however, it is clear that the immediate human resources requirements of the federal departments in the post division N.W.T./Nunavut will be in the range of fifty to sixty-five new person years, and some of these can possibly be accommodated through reductions in the current federal establishment in Yellowknife. In sum, the increased federal manpower costs in the North is not a significant barrier to division.

Summary Table - Federal PY's - N.W.T./Nunavut

<u>Department</u>	<u>PY's</u>		<u>Post. - Division Nunavut (Est. Additional)</u>
	<u>Total N.W.T.</u>	<u>Eastern</u>	
CMCH	10	---	3-4
Comm	6	---	---
CAN. POST.	96	39	4-6
ENP. + IMM.	81	7	3-5
EMR.	16	---	---
ENV.	141	25	2
D.F.O.	28	6	---
N.H.W.	442	168	2-3
DIAND	259	8	30-40
JUSTICE	13	---	2
PSC.	98	---	---
DREE	4	---	2
R.C.M.P.	276	---	---
SEC. OF STATE	3	---	3
SOL. GENERAL	4	---	---
TRANSPORT	33.7	115	---
PWC	85	3	---
Totals	1899	371	51-67

Federal PY's By department/community

	Nahanni	Cape Perry	Akivik	Arctic Red	Ft. Franklin	Ft. Good Hope	Ft. McPherson	Ft. Norman	Inuvik	Norman Wells	Paulatuk	Sachs Harbour	Tuktoyaktuk	Cambridge Bay	Coppermine	Gjoa Haven	Holman Island	Pelly Bay	Spence Bay	Ft. Liard	Ft. Providence	Ft. Resolution	Ft. Simpson	Ft. Smith	Ft. Wrigley	Hay River	Pine Point	Snowdrift
Canada Mort & Housing																						1						
Communications																							2					
Employment & Immigration																						2	3		2			
Fisheries & Oceans									7																	11		
Justice									2																			
Public Service Commission																						10						
Public Works									17	4												2				32		
Regional Economic Expansion																												
Energy Mines & Resources																												
Canada Post	1	1	1	1	1	1	1	1	7	1	1	1	1	2	1	1	1	1	1	1	1	3	5	1	7	3	1	
Secretary of State																												
Solicitor General													5															
Transport Canada	3				23			29						40								14	15			50		
R.C.M.P.	3		2	2	4	2	27	4			2	6	3	3				2	2	3		10	9		17	5	2	
Health & Welfare	7		3	5	7	5	118	4	1	3	4	8	7	5	3	2	6	3	5	6	18	7	3	6	2	4		
Indian Affairs & Northern Dev.								13	5									3				9	34	4				
Environment Canada	10	6						7	1				3	4							3	38			1			

cont...

Federal PY's By Department/community

	Rae	Yellowknife	Baker Lake	Coral Harbour	Chesterfield Inlet	Eskimo Point	Rankin Inlet	Repulse Bay	Sanikilvaq	Whale Cove	Arctic Bay	Broughten Island	Cape Dorset	Clyde River	Frobisher Bay	Grise Fjord	Hall Beach	Iqloolik	Lake Harbour	Nanisivik	Pangnirtung	Pond Inlet	Resolute Bay	Lupin Mine	Polaris Mine	Eureka	Mould Bay	Isachsen/Alert	Tungsten
Canada Mort & Housing	9																												
Communications	4																												
Employment & Immigration	60						1								6														
Fisheries & Oceans	9						2								3							1							
Justice	13																												
Public Service Commission	48																												
Public Works	17														3														
Regional Economic Expansion	4																												
Energy Mines & Resources	19																												
Canada Post	1	17	1	1	1	1	2	1	1	1	1	1	1	1	8	1	1	1	1	1	1	1	2	1	1	1	1		
Secretary of State	3																												
Solicitor General	4																												
Transport Canada	57	13	13				1								19													29	
R.C.M.P.	100	2				1	5	3	2			1	3	2	25	2	2	2	2	2	3	2	2						
Health & Welfare	7	85	7	5	3	9	10	3	4	3	5	7	8	8	24	3	5	7	3	2	8	8	5						
Indian Affairs & Northern Dev.	19	183	1				3								4														
Environment Canada	47	2													1		2				10		3						

Attachment "A"

RECAP: "G" DIVISION ESTABLISHMENT

Chief Superintendent -----	1
Superintendent -----	1
Inspector -----	5
Staff Sergeant -----	12
Sergeant -----	16
Corporal -----	59
Constable -----	105
Special Constable -----	28
	227
Civilian Member -----	11
Public Servant -----	38
TOTAL :	276

ESTABLISHMENT - "G" DIVISION HEADQUARTERS

(As of 1982 December 31)

	Chief Superintendent	Superintendent	Inspector	Sergeant	Staff Sergeant	Corporal	Constable	Special Constable	Civilian Member	Public Servant	T O T A L S
Commanding Officer	1									1	2
Staff Relations Representative				1							1
Planning/Audit				1	1						2
Administration and Personnel				1							1
Administration Office				1			1			3	5
Staffing & Personnel				1	1					1	3
Training					1						1
Records Management					1					4	5
Financial Services & Supply				1	1		2			5	9
Property Management					1		1	1		1	4
Criminal Investigation Branch		1								1	2
C.I.B. Readers				1	1		3			2	7
Security Systems Section					1		1				2
Division Telecoms					1					1	2
Customs & Excise							1	1			2
Commercial Crime								1			1
Provincial Comm. Crime							1			1	2
Police-Community Relations					1						1
TOTALS	1	1	2	5	10	10	3		1	19	52

ESTABLISHMENT - FROBISHER BAY SUBDIVISION
(As of 1982 December 31)

	Chief Superintendent	Superintendent	Inspector	Staff Sergeant	Sergeant	Corporal	Constable	Special Constable	Civilian Member	Public Servant	T O T A L S
Frob Bay Subdivision		1								1	2
Frob Bay Subdivision NCO			1								1
Frob Bay Identification						1					1
Frob Bay Telecoms									1		1
Air Detachment									3		3
Clyde River Detachment						1		1			2
Cape Dorset Detachment					1	1	1				3
Frob Bay Detachment		1			2	8	4	1	1		17
Grise Fiord Detachment					1		1				2
Igloolik Detachment					1		1				2
Lake Harbour Det.					1		1				2
Nanisivik Detachment					1		1				2
Pangnirtung Detachment					1	1	1				3
Pond Inlet Detachment					1		1				2
Resolute Bay Det.					1	1					2
Sanikiluaq Detachment					1		1				2
Broughton Island Det					1						1
TOTALS		1	2			14	11	16	2	2	48

ESTABLISHMENT - INUVIK SUBDIVISION
(As of 1982 December 31)

	Chief Superintendent	Superintendent	Inspector	Staff Sergeant	Sergeant	Corporal	Constable	Special Constable	Civilian Member	Public Servant	T O T A L S
Inuvik Subdivision		1								1	2
Inuvik Subdivision NCO			1								1
Inuvik Telecoms									1		1
Air Detachment								3			3
Inuvik Identification						1					1
Aklavik Detachment						1	2				3
Fort McPherson Det.						1	3				4
Fort Franklin Det.						1	1				2
Fort Good Hope Det.						1	1				2
Inuvik Detachment			1	1		2	12			3	19
Fort Norman Detachment						1	1				2
Norman Wells Detachment						1	3				4
Sachs Harbour Det.						1		1			2
Tuktoyaktuk Detachment				1		1	3			1	6
TOTALS		1	2	2	11	26	4	1	5	52	

ESTABLISHMENT - YELLOWKNIFE SUBDIVISION

(As of 1982 December 31)

	Chief Superintendent	Superintendent	Inspector	Staff Sergeant	Sergeant	Corporal	Constable	Special Constable	Civilian Member	Public Servant	T O T A L S
Yellowknife Subdivision		1								1	2
Identification					1	1					2
Telecommunications									1		1
Highway Patrol							1				1
General Investigation					1	2					3
Drugs Section					1	2					3
Air Detachment								3			3
Communications Centre									6		6
Section N.C.O.		1									1
Baker Lake Detachment						1		1			2
Cambridge Bay Det.						1	2				3
Coppermine Detachment						1	2				3
Eskimo Point Detachment					1	1					1
Fort Smith Detachment			1		1	6			1		9
Hay River Detachment		1			1	9	1			2	15
Hay River Identification					1						1
Hay River Highway Patrol						1					1
Fort Liard Detachment						1	1				2
Pine Point Detachment						1	3			1	5
Providence Detachment						1	2				3
Rae Detachment						1	5			1	7
Rankin Inlet Detachment						1	2	1		1	5
Resolution Detachment						1	2				3
Fort Simpson Detachment			1		1	1	6	1		1	10
Snowdrift Detachment					1	1	1				2
Spence Bay Detachment					1	1	1				2
Tungsten Detachment					1	1	1				2
Yellowknife Detachment		1	1		3	16	1			4	26
TOTALS		1	3	4	24	65	8	7	12		124

APPENDIX B

- Terms of Reference
- Work Plan
- Research Strategy



Northwest
Territories Legislative Assembly / Office of the Clerk

December 9, 1982

MEMBERS OF THE LEGISLATIVE ASSEMBLY'S
SPECIAL COMMITTEE ON DIVISION

Committee Report

As you are aware, all members of the Assembly form the Special Committee on Division of the N.W.T. established in Inuvik in May, 1982. A sub-committee was established comprising of :

George Braden	- Co-Chairman
Nellie Cournoyea	- Co-Chairman
Lynda Sorensen	- Member
Peter Fraser	- Member
Tagak Curley	- Member
Bruce McLaughlin	- Member
Dennis Patterson	- Member

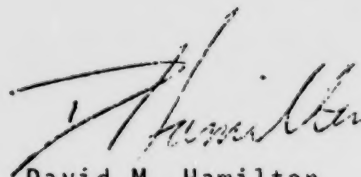
I have been asked by the Co-Chairmen to provide you with up to date information on the sub-committee's activities.

The sub-committee have met on four occasions to set the mandate for the sub-committee to enable it to carry out the Terms of Reference established by the Legislature. The sub-committee wish to bring all members up to date as to the sub-committee's progress with implementing the mandate. You will find attached a report prepared by the Co-Chairmen which outlines the committee's work plan.

The sub-committee have hired Mr. Mike Whittington to be Co-Ordinator for the committee to carry out the various aspects of research and necessary discussions. He will also assist with the presentation of reports for the committee's consideration. He will be working out of the Legislative Assembly Offices in Yellowknife.

2/.....

The sub-committee will be preparing a report for the full committee's consideration at the Winter Session. If any members have any questions, Mr. Braden or Miss Cournoyea would be pleased to answer them.

A handwritten signature in cursive script, appearing to read "D. Hamilton", is written over the typed name.

David M. Hamilton
Clerk Assistant

Attachment.

SPECIAL COMMITTEE ON
DIVISION OF THE
NORTHWEST TERRITORIES

Discussion Paper On Initial Work Plan

Prepared By:

Co-Chairmen

Sub-Committee on Division

December, 1982.

I. Introduction

The task of establishing a new geo-political unit within Canada is, needless to say, a major challenge. That this challenge is within Canada's Northwest Territories only serves to add to the magnitude and significance of such a step forward for the people of the North. In developing the Terms of Reference necessary to commence the many years of work required, careful thought must obviously be given to the philosophical and political foundations of the new political unit. The work being undertaken by the Special Committee on Division is not intended to dwell at length on these conceptual requirements. Fortunately there exists other forums whose function it is to further develop and articulate the desires or aspirations of northern residents at the conceptual level. Rather, the Special Committee has been mandated by the Legislature to examine, from a practical perspective, the manner in which the legislative, executive and administrative machinery of government can be established in a new eastern territory. Lest the impression be given that its focus is only on an eastern territory, the examination will obviously have to address modifications to the existing western-based seat of government. Such modifications will necessarily result from adjustments in light of the new arrangement and the desires of Western Territorial residents for changes in their form of government.

The Special Committee recognizes that in conducting its work, a certain number of assumptions must be made in order that analysis can proceed with some basis. It further recognizes that over the course of its work, certain basic and fundamental principles must be established. For the purposes of this first paper, guidelines for the development of the former will be presented. With respect to the latter, the Committee believes that while its work should be as thorough as possible, it is not mandated to provide the total blueprint, so to speak, for either of the two Territories which

will evolve out of the present jurisdiction. More specifically, the Committee believes that eastern arctic residents must be provided with the necessary tools to evolve a legislature, an executive branch, an administration and a judicial branch which is suited to their needs. In other words, it is not the Committee's intention to recommend the imposition of a system, exactly as presently exists, in the new Eastern Arctic Territory, nor to advocate a rigid approach for the Western Arctic Territory. From time to time these principles will be articulated in the course of the Committee's work.

II Preparation of the Terms of Reference and Work Plan

A number of factors have been taken into consideration to prepare more detailed Terms of Reference and a work plan. The most obvious is the recent announcement by the Minister of Indian Affairs and Northern Development to the effect that the Government of Canada is willing to accept, with conditions, the principle of division. While the decision does present a few additional variables or conditions, it does remove a major uncertainty; that is, the Federal Government's position.

A second factor obviously has to do with timing. The life of the Special Committee and the present Legislative Assembly ends on October 31, 1983. Therefore, the Special Committee will have to, at this stage, make decisions concerning the priority of various elements associated with the examination. Timing will also dictate from time to time the level of detail which can be achieved in analysis. Therefore it may be necessary to either sacrifice some of the Committee's original objectives, or alternatively to reduce the level of analysis and review originally anticipated.

A third factor which will determine the Committee's work is the need to time output or interim reports with sittings of the Legislative Assembly. As the Committee is composed of all Assembly members it will be necessary from time to time to report to the Legislature. Further, the Committee feels its reports can have maximum impact when the Assembly is sitting; two sessions are planned for February and September, 1983, with a 3rd session possibly scheduled for May or June, 1983.

Finally, the Committee recognizes that with its limited staff of one full-time Co-ordinator and one full time Research Assistant, a great deal of input will be required from Federal and Territorial agencies. The Committee will strive, through its Sub-Committee to ensure that productive working relationships are established and maintained throughout the period when its work is being conducted.

III Work Plan

The following work plan is designed to cover the period January through March 31, 1983. Subject to factors noted under Part II of this paper, the Special Committee hopes to make an Interim Report during the budget session. While the work plan does not directly address all of the issues raised in Part III of this paper, it is important to recognize that by adopting the following course, the background necessary to a thorough review of additional issues will be obtained. Future work plans will address the manner in which these other issues, such as interim measures, will be examined. Part V of this paper contains a brief summary of these issues.

Establishment of an Eastern Government

The Committee has determined that its immediate priority must be an analysis of measures required to establish an Eastern Arctic Government. Particular attention will be given to the following:

- a) defining scenarios which will include the communities to be administered by a new Eastern Government;
- b) developing as soon as possible guidelines which will assist Federal and Territorial agencies in providing input to (a) through (f) below;
- c) identifying the range of programs and services to be assumed by a new Eastern Government;
- d) in light of (c), to identify the basic legislative, executive, administrative and judicial regime required to achieve delivery of these programs and services;
- e) identifying the most expedient options to establishment of an Eastern Government, particularly in view of a transitional approach to putting institutions in place;
- f) developing Terms of Reference which will facilitate the examination of possible capital sites;

developing Terms of Reference which will facilitate the examination of the full range of legal or statutory changes that will be required; develop further Terms of Reference as required;

To conclude, the first work plan focuses on substantive analysis in (a) through (e) while the remainder required that guidelines be established for follow-up work and future work plans. It is understood that in (a) and (c) close attention will be given to development of criteria necessary to rationalize scenarios.

IV Additional Issues

Future work plans will address the following outstanding issues:

- a) interim measures;
- b) regional government;
- c) municipal government;
- d) aboriginal claims;
- e) process for determining boundaries;
- f) others



ANNEX 1

MOTION 16-82(2)

TERMS OF REFERENCE

Establish a Special Committee on Division of the N.W.T.

I move, seconded by the Member from Keewatin South, Tagak Curley, that this House now establish a special committee to be known as the Special Committee on Division of the Northwest Territories composed, notwithstanding Rule 75(1)(a) of all Members of this Legislative Assembly;

AND FURTHER that this committee shall have the responsibility of representing in every way possible the interests of all the people of the Northwest Territories with respect to planning and preparing for division of the Northwest Territories;

AND FURTHER that this committee shall:

- a) be authorized to appoint a sub-committee to undertake any discussions with the appropriate federal authorities;
- b) be authorized to make recommendations to this House as to how existing and future legislation, policies and practices of the Government of the Northwest Territories might be amended or developed to reflect the duality of interests between the Eastern and Western Part of the N.W.T.;
- c) be authorized to make recommendations to this House on ways in which the process of budgetary and capital planning in the Northwest Territories might be modified in form and process so as to reflect the duality of interests between the Eastern and Western parts of the Northwest Territories and prepare for the impact of division in the N.W.T.; and
- d) be authorized to make recommendations to this House on transitorial measures which could be implemented to prepare for division of the Northwest Territories;

AND FURTHER that this committee shall:

- e) have access to such persons, papers and records as are necessary to its business;
- f) be provided with the necessary administrative support by the Legislative Assembly office;

Page 2

- g) have a quorum consisting of 12 members;
- h) obtain the funds required to carry out its responsibilities from the appropriations of the Legislative Assembly;
- i) undertake such travel as is required to carry out its assigned responsibilities; and
- j) report to this House from time to time.

Date of Notice : May 19, 1982

Date for Introduction: May 21, 1982

Disposition:

Carried:

Moved: Mrs. Cournoyea

Seconded by: Mr. Curley

Lost:

Ruled out of order:

TERMS OF REFERENCE

The Special Committee was established by Motion of the Legislative Assembly on May 21, 1982. A copy of Motion 16-82(2) is attached in Annex I. Subsequent to its establishment, a meeting of the Division Sub-Committee examined the mandate established by Motion 16 and developed the following Terms of Reference to assist in its work:

- a) Will work with Federal politicians, civil servants and appropriate federal authorities to co-ordinate efforts towards division.
- b) Will review existing and future legislation, policies and practices of the Government of the Northwest Territories with a view as to how they can be amended to reflect the duality of interests between and among the Eastern and Western parts of the N.W.T. and make recommendations to the Legislative Assembly.
- c) Will review both Federal and Territorial Legislation so that the legal steps necessary to implement division of the N.W.T. can be determined and recommendations made to the Legislative Assembly.
- d) Will carry out a review of the process of budgetary and capital planning in the Northwest Territories with a view to making recommendations to the Legislative Assembly that reflect the duality of interests between and among the Eastern and Western parts of the Northwest Territories.
- e) Will make recommendations to the Legislative Assembly on transitional and permanent measures at the Territorial, Regional and Community levels which could be implemented to prepare for the division of the Northwest Territories.

- f) Will request the Executive Committee of the Government of the Northwest Territories to have prepared from departments and agencies detailed reports as to the appropriate steps those departments or agencies can take to implement division.
- g) Will work with other organizations and agencies to co-ordinate, provide and receive detailed information on all aspects of planning and preparation for division of the Northwest Territories.
- h) Will develop a time table for implementation of division based on information received.
- i) Will enter into memoranda of understanding with appropriate authorities to assist in implementing the above mandate.
- j) Recommend process of establishing boundaries.

RESEARCH STRATEGY - PHASE 1

- 1.) Focus on development of basic institutions for Nunavut.
 - A. Administrative structures sufficient to deliver services at a level commensurate with what people are receiving today from GNWT/Yellowknife.
 - B. Political structures (Legislative and Executive)
 - i) sufficient to enable a transition from current situation to new political system with a minimum of disruption of ongoing administrative functions, and
 - ii) sufficiently flexible and dynamic to allow the people of the east to develop and adopt their political system according to their basic political values and indigenous social structures.
- 2.) Start with person-year costing of new government by assessing person-year establishment currently working in the field and by evaluating current NWT HQ person-year requirements in terms of the approximate person-year requirements for an administrative HQ in Nunavut.
 - This will give DPW an indication of how many "bodies" have to be accommodated in the eastern capital and will assist in making the selection of a capital.(Field interviews will enhance our ability to make this approximation - our assumption is HQ people will overestimate their person-year requirements and field people will underestimate HQ person-year requirements!)
- 3.) Do a rough costing of division in terms of the provision of federal services in the North.
 - Our assumption is that we can argue there need be little in the way of increased federal costs (at least in the short run) but that we have to go through the exercise very methodically in order to "touch base" and legitimize our conclusions (some federal official will inevitably charge that division would be too expensive in terms of federal services and we should be able to combat that firmly and with solid justification).
- 4.) Develop basic political structures for Nunavut.
 - At this stage nothing fancy:
 - A. A legislative Assembly with the mandate to develop

its own idiosyncratic modes of political decision making, including regionalization, native government, guaranteed representation, etc...

- B. A fairly small executive committee to oversee the new HQ bureaucracy.

It is anticipated in the first phase of the research into Division that the following research papers or preliminary reports will be produced:

1. Interim Report #1

Tentative title: The Public Service of Nunavut: HQ Person Year Requirements.

Expected date of completion - March 7, 1983.

2. Interim Report #II

Tentative title: Impacts of Division on Federal Person Year Requirements in the North

Expected date of completion - March 25, 1983.

3. Interim Report # III

Tentative title: Transitional Political Structures for Nunavut Territorial Government

Expected date of completion - April, 1983.

4. Progress Report #1

Due March 31, 1983.

APPENDIX C

DEPARTMENTAL SUBMISSIONS



MAR 10 1983

MR. MIKE WHITTINGTON,
c/o A/CLERK OF THE LEGISLATIVE ASSEMBLY
OF THE NORTHWEST TERRITORIES.

DEPARTMENT OF PUBLIC WORKS - ORGANIZATION CHARTS

At our meeting on February 2, 1983, I undertook to provide you with organization charts for a headquarters D.P.W. operations in a new Nunavut territory. Obviously a number of assumptions had to be made in developing such charts and in our discussions we agreed that they would be:

1. The existing administrative regions of Baffin, Keewatin and Kitikmeot would form the new Territory.
2. Functions performed by a new administration would be similar to those now performed by the G.N.W.T.
3. The capital of the new territory would be somewhere in the geographic centre.
4. Decentralization of program responsibility would continue. (In D.P.W.'s case certain elements of Project Management and Property Management have not been fully decentralized at this time. We have, however, assumed that they would be for the purposes of this exercise.
5. Ministerial government.

I hope the attached charts meet your requirements.

L. Elkin,
Deputy Minister.



Northwest
Territories Government Services

14 April 1983

SUB COMMITTEE
DIVISION OF THE NORTHWEST TERRITORIES
LEGISLATIVE ASSEMBLY

Attention: Mr. Whittington

Attached, you will find my perception of the organizational structure of a parallel administration that would be required for the proposed "Nunavut" Territory.

It is assumed that the suggested structure will simply be imposed on our existing regional administration and therefore, will be incremental to current staffing.

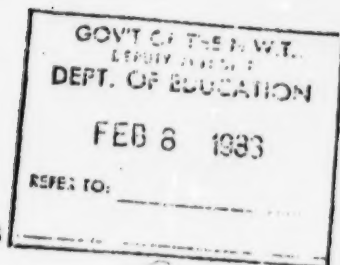
An index of the attached material is as follows:

- A. Current Government Services Organization charts.
- B. Parallel Government Services organization for the proposed Nunavut Territory.
- C. A duplicate Petroleum Products organization supporting the truncated organization shown in 2.
- D. Simplifying assumptions from the Systems and Computer Services Division.

Finally, I would like to take this opportunity to apologize for the delay in responding to you.

Norm Phillipot
Norm Phillipot
Policy Planning

Attachments:



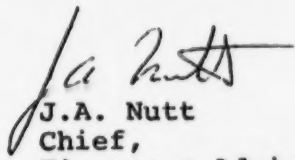
February 8, 1983

Brian Lewis
Deputy Minister
Department of Education

Proposed Budget Requirements - Nunavut

Attached please find the budget required to support a structure as indicated. The salary figures represent actual current levels of equivalent Headquarters staff (including all benefits and allowances). The O & M and Grants and Contributions also equate to current Headquarters levels.

Attachments.


J.A. Nutt
Chief,
Finance & Administration.

NUNAVUT

EDUCATION SUPPORT SERVICES

Directorate

Director	61,000
Secretary	26,500

Finance

Manager	53,000
Clerk II	26,000
Clerk III	29,000

Statistics

Supervisor	32,000
Stats Clerk	24,000

Financial Aid Officer

47,000

Registrar & G.E.D.

57,000

Capital Planning & Special Projects

47,000

Clerk/Typist support (2)

50,400

452,900

EDUCATION PROGRAM SERVICES

Directorate

Director	61,000
Secretary	26,500

Program Development

Coordinator, Program Development	55,000
----------------------------------	--------

Program Specialists

English	50,000
Math (& Consumer Ed., Life Skills)	48,000
Science	48,000
Inuktitut (East)	42,000
Inuktitut (West)	42,000

Program Specialists - continued

Special & Remedial Education	50,000
High School/Vocational Programs	45,000
Adult Programs	44,000
LEA Liason/Development	44,000
Cultural Traditional Skills	42,000
Fine Arts - French, Art, Music, Drama	45,000

Research & Evaluation

Co-ordinator, Student and Program Evaluation	49,000
Researcher	45,000

Resource Centre/Media Development

Co-ordinator, Resource Centre/Media Development	54,000
Specialists - A.V. Production	50,000
Graphic Arts/Print Production	50,000

Clerical Support

Office Manager	29,000	
Clerk/Typist (2)	50,400	969,900

TOTAL

1,422,800

GRANTS & CONTRIBUTIONS

Student Grants & Bursaries	550,000
----------------------------	---------

O & M

Support Services	979,000	
Program Services	710,000	
Special Education	580,000	2,269,000

TOTAL REQUIREMENTS

4,261,800

Mr. M. WHITTINGTON
RESEARCH COMMITTEE
LEGISLATIVE ASSEMBLY

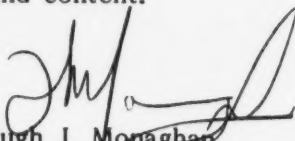
NUNAVUT

Attached for your information is a first draft of our recommendations regarding the transfer of budgets and man years to a new eastern Territory. We consider this to be an internal working document at this time as it is yet to be reviewed by our Policy and Planning Committee and our Minister.

The major assumption made during the exercise was the inclusion of all communities outside the treeline in the new Territory. Budget and staff adjustments would be relatively easy should the boundary be elsewhere. Another assumption was that services would not be shared between the two Territories. The exception to this was the Science Advisory Board's Secretary and budget.

The budget used was 1983/84 and subject of future program expansion received little attention. Budget and program details are not dealt with as they are available elsewhere.

We trust you will find this document of some value to your project and you may expect our cooperation in providing clarification or additional information. Our Minister has not reviewed this draft. We will present a revised version for him and request his direction after we have had the benefit of your future direction as to assumptions and content.



Hugh J. Monaghan
Assistant Deputy Minister

Attachment

c.c. All Chiefs, Ren. REs.
All Planning Committee Members

D
r
a
f
t

ESTIMATE OF BUDGETS AND
STAFF THAT COULD BE
TRANSFERRED TO A NEW
TERRITORY OF NUNAVUT

Department of Renewable Resources
February 24, 1983

**Summary MY's and Budgets considered
to be transferrable to Nunavut**

Division	MY's	Budget
Directorate	2	\$ 100.K
Wildlife	5	953.K
Environmental Planning & Assessment	2	100.K
Environmental Services	-	--
Science Advisory Board	(share but not transfer)	
Regions	47	2,761.K
TOTAL	56	3,914.K

This represents approx. 41% of existing O&M budget and many years.

Capital (based on 83/84)	\$ 600.K
Revenue (approx. estimate)	100.K
Third Party Funding - no estimates	---

HEADQUARTERS 1983/84

Directorate

The Directorate leads the Department as a whole; however, its major workload relates to the functions at Headquarters:

- Provides policy, direction and coordination for the Department.
- Provides information and advice to the Executive and Legislative Assembly.
- Controls finances of Department.
- Maintains staffing systems including training.
- Interacts with counterpart in other Departments and jurisdictions.
- Provides general administrative support for the Department.

	Transfer
Staff 8	2
Budget \$440K	100K

The Assistant Deputy Minister manyear along with one steno position would be considered for transfer along with a portion of the travel budget.

Wildlife Division

Wildlife Management Section:

- Is responsible for the systems that will ensure perpetual stocks of wildlife in numbers that can be sustained within their habitat.

This includes programs of:

- . Wildlife inventories.
- . Assessments of habitat.
- . Studies of controlling influences.
- . Collection of harvest data.
- . Setting of quotas.
- . Minimizing conflicts between wildlife and industry.
- . Providing advice and controls for commercialization of wildlife.
- . Developing and assessing wildlife management plans.
- . Providing input to interjurisdictional or international wildlife problems.
- . Answering public enquiries regarding wildlife.

Habitat Management Section:

Wildlife cannot survive without the proper habitat. This Division is responsible for:

- . Identifying habitat that is critical to the production and survival of various wildlife species.
- . Carrying out studies to determine the effects of various changes to wildlife habitat (e.g. pollution, forest fires).
- . Providing advice on habitat to jurisdictions, controlling land use activities.
- . Providing advice to wildlife managers, general public and industry.
- . Undertaking studies designed to reduce the conflicts between man and wildlife.

Research Section:

This Section studies problems that must be solved to ensure the long term management of wildlife such as wildlife survey techniques, reproductive factors, and industrial influences.

Field Services Division:

This Division provides program development, delivery and assessment in areas such as conservation education, regulations and enforcement, resource development and administration of licences, field reports, uniforms and supplies.

Conservation Education develops publications and information packages for use by Departmental staff, schools, news media and the general public. It works in conjunction with other Departments and Agencies to co-produce visual and audio-visual packages that promote the conservation message.

The Regulations Section provides advice to the Department on various ordinance problems or changes, provides wording for ordinance and regulation changes and supervises the administration of forms, record systems and supplies.

The Resource Development Section develops and assesses the various assistance and incentive programs that the Department directs towards resource harvesters.

The Wildlife Division is one of the more difficult units to divide, primarily because their responsibilities overlap between east and west. During the past several years, the Division has been taking on new responsibilities and their budgets and man years have increased accordingly. This is forecast to continue because of increasing pressures on the renewable resources caused by

increasing human populations, improving hunting technology, increased desire to commercialize the resource and because of industrial activities in the north.

New requirements predicted for future work in the east are as follows:

Polar Bear	2 MY
Caribou research	1 MY
Muskoxen	2 MY
Waterfowl	1 MY
Habitat Management	2 MY

Salaries and O&M for this work will be approximately \$900K.

Although the MY's in the Field Services section serve both east and west, they are few in number. These specialized positions (Conservation Education, Resource Development, Regulation and Enforcement) would have to be replaced if any of the positions were transferred. Grant and contribution funding would be transferred.

	Transfer
Staff 31.5	4
Casual 4.3	1
Budget \$3,500K	\$953K.

This recommended transfer can be broken down as follows:

Polar bear	2MY + \$110K	O&M
Gyr Falcon	1MY + 130K	O&M
Wildlife Mgmt.	1MY + 30K	O&M
Casual	1MY	
Grants & Contributions	483K	
Travel	50K	

Environmental Planning and Assessment Division:

This Division assists the Department in long range strategic planning, carries out program assessment and provides the Department and the Executive with information and advice that can be used in reactions to large industrial projects. It also provides interventions in environmental hearings.

At the present time most of the work is related to projects in the west; however, there is potential for major industrial projects in the east (hydrocarbon and mineral). If all Beaufort Sea activities were to be included in Nunavut addition, positions would be transferred.

Staff 8.0	Transfer 2.0
Casual 1.0	
Budget \$640K	\$100K

Environmental Services Division:

A provincial type environmental protection role is carried out by this Division. It deals with pollution problems such as:

- . Oil spills and clean-up.
- . Transport and storage of dangerous chemicals.
- . Use of Pesticides.
- . Disposal of dangerous goods. Special attention is directed to lands owned by the Government of the Northwest Territories and situations not covered by Federal legislation.

Although the Division provides some service to the east, it is not considered feasible to transfer any of the existing positions as only one of these positions carries out field functions. Approval has been given to begin training the Wildlife Officers to carry out the responsibilities of the Division. It is probable that this will be accomplished by the time Nunavut is established.

Transfer

Staff 4 -

Budget \$252K. -

(one additional position and \$40K are shown in the estimates. This is a Water Board position).

Science Advisory Board:

This is a function that should be shared between the two Territories.

Transfer

Staff 1.9

-

Budget \$199K

-

Regions:

Regional staff administer or deliver the programs that have been developed and approved by Headquarters departmental staff and the Executive. Local programs are developed to suit the needs of the Region or area and territorial programs are adjusted for the same reasons.

The area staff are the persons who provide the Departmental services at the local level and interact on a daily basis with clients and wildlife.

Without knowing where the divisional boundary may fall it is impossible to accurately forecast our regional staff and budget transfer for this exercise. We assumed all communities outside the treeline would be in Nunavut.

		Transfer
Baffin:	Staff 21.6	21.6
	Budget \$1,224K	1,224K
Keewatin:	Staff 14.5	14.5
	Budget \$805K	805K
Kitikmeot:	Staff 8.9	8.9
	Budget \$652K	652K
Inuvik:	Staff 16.2	2.0
	Budget \$961K	80K
Total Regional Staff		47.0
Total Regional Budget		\$2,761.K

Capital:

Capital budgets change from year to year and can vary greatly depending on whether or not new staff are being added to a Region. The provision of buildings and works is the most expensive category. The 1983/84 capital budget is \$1,000.K approximately \$600.K is being spent in the east.

Revenue:

The estimated revenue for 1983/84 is \$385K. Licences and fees make up \$290 and most of these relate to the west. An estimate of \$100K is made for eastern revenue.

Third Party Funding:

Third party funding is negotiable for special projects and can vary considerably from year to year. It is probable that similar funding could be negotiated by a new territory. The following table shows our present level:

	1983/84	1982/83
Fire Research Program	100	50
N.L.U.I.S. Program	100	65
Keewatin Caribou Monitoring	50	60
Caribou Research	125	125
Norman Wells Pipeline	496	--
Dome Bear Study	85	--
Bear Detection and Deterrent Studies	175	--
N.O.G.A.P.	?	--

Additional Costs

Cost changes cannot be accurately predicted as a new Territorial Government may have priorities that are very different. There are many combinations of divisions and responsibility areas that could be included in a Department of Renewable Resources. No effort will be made to suggest a suitable departmental design at this time; however, some cost increases may be encountered in the following areas:

(a) Resource Harvesters:

There may be a strong push to increase grants and contributions to the resource harvesting. Operating costs to the hunter, trapper and fishermen continue to increase while returns do not. Subsidys to resource harvesters are popular and past requests for increases have been frequent.

(b) Staff:

Although the new Territory may continue to receive support from the existing territory for several years, there will, no doubt, be a desire to have local people employed in most, if not all, positions available in the Department. Higher than normal costs could be encountered for several reasons:

- (i) The most capable and well trained will be in great demand and opportunities for advancement will be good. It may be difficult to keep the administrative positions filled with well trained and experienced individuals. This situation could be countered by maintaining higher than usual staffing levels in mid and upper management areas. Such a system would provide experience and cross-training to more persons.

(ii) In the specialized fields of biology, zoology, law, public relations, environmental planning and environmental engineering, there are virtually no native people trained and experienced in these fields. In the less specialized fields of the Wildlife Officer and Wildlife Technician, there are some in training at the present time but it will be several years before we will have a full compliment of well-trained and experienced staff of Wildlife Officers and Technicians made up of local persons.

Training in the specialized fields takes 4 to 8 years after senior matriculation has been accomplished and practical experience is needed to make the employee fully functional. The extra cost may be incurred because specialized training systems may be required. Most of our existing staff obtained their training at their own expense. Such is not the rule in the N.W.T. Some training facilities may be required in the new Territory. On the job training or apprenticeships are costly in that they deflect the time of staff who provide the training and many trainees leave the positions before training is complete.

(iii) Specialized services may have to be provided by contract personnel if employees do not have the training.

(c) Community involvement:

Community involvement in decision making is favoured. There will be a continuing demand for increased funding levels for Hunters' and Trappers' Associations, Regional board membership and meetings.

(d) Take Over of Federal Duties:

Areas of Federal responsibility such as fish and sea mammal management, water and land management may be transferred sooner or later. Such transfers normally come with a basic budget; however, expanding programs would require additional funds.

(e) Data Processing:

Filing systems, data storage, reference library and computer capability will add cost to the establishment of a new Headquarters.

(f) Ordinances:

The establishment of new ordinances and regulations could be costly and time consuming.

APPENDIX D

TABLES 1-5

DEPARTMENTAL PERSON

YEARS & RATIOS



TABLE 1 - G.N.W.T./N.T.G. PERSON YEARS BY DEPARTMENT AND DIVISION

DEPARTMENT	CURRENT HQ	NUNAVUT HQ	NUNAVUT LEAN HQ
<u>Economic Development & Tourism</u>	62.0	33.0	26.0
Directorate	10.0	7.0	5.0
Planning & Resource Dev.	9.0	--	--
Manpower Development	12.5	8.0	6.0
Tourism & Parks	12.0	8.0	7.0
Commerce	17.0	10.0	8.0
<u>Education</u>	45.0	33.0	26.0
Directorate	10.0	7.0	6.0
Administrative Services	15.0	6.0	5.0
Program Services	23.0	20.0	15.0
<u>Health</u>	35.6	16.0	NA
Directorate	5.0	4.0	NA
Health Insurance Admin.	23.0	8.0	NA
Programs and Standards	11.0	4.0	NA
<u>Justice and Public Services</u>	141.7	47.0	NA
Directorate	14.0	4.0	NA
Legal Division	9.0	4.0	NA
Court Services (Admin.)	35.0	11.0	NA
Legal Registries	7.0	2.0	NA

cont...

DEPARTMENT	CURRENT HQ	NUNAVUT HQ	NUNAVUT LEAN HQ
Legislation Division	6.0	3.0	NA
Legal Aid	3.0	5.0 (includes Consumer Services)	NA
Museums and Heritage	21.0	7.0	NA
Safety	20.0	7.0 (includes Mining & Labour)	NA
Libraries	9.0	5.0	NA
Mining	10.0	--	NA
Labour Services	2.0	--	NA
Consumer Services	10.0	--	NA
<u>Local Government</u>	62.7	25.0	15.0
Directorate	13.0	5.0	3.0
Community Planning	16.0	10.0	7.5
Municipal Affairs	6.0	10.0	4.5
Sport and Recreation	5.0	Amalgamated with Municipal Affairs Division in N.T.G. charts.	
Lands and Assessment	26.0		
Community Airports	5.0		
<u>N.W.T. Housing Corporation</u>	60.0	39.0	NA
Executive	9.0	3.0	NA
Finance & Administration	24.0	15.0	NA
Programs	10.0	7.0	NA
Construction & Development	17.0	13.0	NA

cont...

DEPARTMENT	CURRENT HQ	NUNAVUT HQ	NUNAVUT LEAN HQ
<u>Public Works</u>	120.0	61.0	48.0
Directorate	27.0	22.0	13.0
Highways	24.0	6.0	4.0
Project Management	49.3	23.0	21.0
Energy Conservation	3.0	--	--
Operations	15.0	10.0	10.0
<u>Renewable Resources</u>	61.0	38.0	NA
Directorate	11.0	6.0	NA
Field Services	10.0	6.0	NA
Environmental Planning & Assessment	10.0	6.0	NA
Wildlife Management	25.0	17.0	NA
Pollution Control	5.0	3.0	NA
<u>Social Services</u>	32.0	18.0	11.0
Directorate	13.0	7.0 (including policy)	5.0
Programs	11.0	8.0 (including S.D.&T.)	4.0
Corrections	2.0	1.0	--
Program Evaluation & Information Systems	1.0	--	--
Policy & Planning	3.0	--	--
Staff Development & Training	4.0	--	2.0
TOTAL PROGRAM DEPTS	620.0	310.0	252.0

cont...

(SERVICE DEPARTMENTS)

DEPARTMENT	CURRENT HQ	NUNAVUT HQ	NUNAVUT LEAN HQ
<u>Finance</u>	62.0	35.0	NA
Directorate	4.0	4.0	NA
Treasury	20.0	13.0	NA
Comptrollership	31.2	18.0	NA
<u>Financial Management Sec.</u>	13.0	7.0	6.0
<u>Government Services</u>	156.4	38.0	NA
Directorate	6.0	4.0	NA
Supply Services	21.0	4.0	NA
Petroleum Products	23.0	16.0	NA
Systems and Computer Services	53.0	3.0 (py's for sharing GNWT's computer system only)	
Liquor Control System	8.0	4.0	
Motor Vehicle Registry	16.0	3.0	NA
Office Services	16.0	4.0	NA
<u>Information</u>	40.0	20.0	NA
Directorate	6.2	4.0	NA
Public Affairs	6.5	3.0	NA
Publications & Productions	10.3	6.0	NA
Language Bureau	16.0	7.0	NA

DEPARTMENT	CURRENT HQ	NUNAVUT HQ	NUNAVUT LEAN HQ
<u>Personnel</u>	45.0	22.0	NA
Directorate	2.0	4.0 (including Systems & Administration)	NA
Systems & Administration	4.0	--	NA
Staff Relations	17.0	4.0 (titled <u>Management Services</u>)	
Personnel Services	12.0	9.0	NA
Staff Development & Training	10.0	5.0	NA
<u>Executive</u>	92.1	38.0	NA
Office of the Commissioner	5.0	?	?
Ministers' Offices	14.0	?	(will vary according to no. of Ministers and their 8. priorities in Nunavut)
ExCo Secretariat	22.0	14.0	(renamed <u>Policy & Priorities</u> , and comprises Intergovernmental Affairs; Energy, Mine and Resources; and Constitutional Development)
Priorities & Planning Sec.	6.0	--	
Aboriginal Rights & Constitutional Dev. Sec.	8.0	--	
Energy and Resource Development Secretariat	8.0	--	
Audit Bureau	20.1	10.0	
Regional Operations Sec.	9.0	6.0	(includes Bureau of Statistics, formerly under ExCo Sec.)
<u>Office of the Clerk of the Legislative Assembly</u>			
	16.1	16.0	
TOTALSERVICE DEPTS	424.5	176.0	175.0
TOTAL	1044.5	486.0	427.0

TABLE 2 - HEADQUARTERS/REGION PERSON YEAR RATIO BY DEPARTMENT

(number of headquarters person years per one regional employee)

DEPARTMENT	G.N.W.T.	N.T.G.*
Economic Development & Tourism	0.9	0.98
Education	0.04	0.04
Local Government	0.9	0.8
N.W.T. Housing Corporation	1.5	1.5
Public Works	0.26	0.37
Renewable Resources	0.8	0.85
Social Services	0.1	0.3
Finance	1.27	1.34
Government Services	2.1	1.2 **
Information	3.0	1.5 ***
Personnel	1.4	1.3
Executive	1.5	1.0

* The Nunavut Territorial Government includes the three eastern regions of Kitikmeot, Keewatin and Baffin, excluding the community of Holman Island. Figures for the N.T.G. headquarter person years are derived from recommendations in the report. The N.T.G. regional person years are based on existing numbers of regional staff in the three regions.

** The Department of Government Services' headquarters in N.T.G. does not include a computer systems component, thus reducing significantly headquarters person years.

*** Most of the Department of Information's regional staff are based in the three eastern regions, thus this ratio does not reflect as great a level of decentralization in N.T.G. as might appear. i.e. $\frac{40 \text{ (NWT HQ)}}{13.6 \text{ (NWT REG.)}} \frac{20 \text{ (NTG HQ)}}{12.6 \text{ (NTG REG. PY)}}$

TABLE 3 - SERVICE DEPARTMENT PERSON YEARS AS A PERCENTAGE OF TOTAL PERSON YEARS IN THE GOVERNMENTS OF THE N.W.T. & NUNAVUT*

DEPARTMENT	G.N.W.T. % (Dept. PY's)	N.T.G.** % (Dept. PY's)
Executive	4.5 (150.4)	4.9 (76.3)
Financial Management Secretariat	0.38 (13.3)	0.45 (7.0)
Finance	3.3 (110.5)	3.9 (61.1)
Information	1.6 (53.6)	2.1 (32.6)
Personnel	2.3 (76.4)	2.5 (39.4)
Government Services	6.7 (228.1)	4.6 *** (70.5)
Public Works	17.0 (569.6)	15.0 **** (225.4)

* Total person years G.N.W.T. 3,354.9 (83/84 Estimates), Nunavut Territorial Government 1,531.8 (person years for three eastern regions + person years recommended for a N.T.G. HQ.).

** N.T.G. includes only the three eastern regions.

*** No Computer Systems component included in N.T.G. figures for the Department of Government Services.

**** Reduction in highway staff accounts for the significant decrease.

TABLE 4 - DEPARTMENTAL PERSON YEARS AS A PERCENTAGE OF POPULATION*
(using only population-sensitive departments) N.W.T. & NUNAVUT

DEPARTMENT	N.W.T. % (Dept. PY)	NUNAVUT ** % (Dept. PY)
Economic Development and Tourism	0.3 (139.1)	0.4 (66.4)
Education	2.4 (1118.9)	3.8 (580.8)
Health	0.08 (35.6)	0.1 (16.0)
Information	0.11 (53.6)	0.21 (32.6)
Justice & Public Services	0.31 (143.7)	0.32 (49.0)
N.W.T. Housing Corporation	0.23 (110.0)	0.42 (65.0)
Public Works	1.2 (569.6)	1.4 (225.4)
Social Services	0.71 (327.7)	0.53 (80.6) ***

* Population - N.W.T. 46,069, N.T.G. 15,221 (N.W.T. Data Book, 1982-83).

** Nunavut population including the administrative regions of Kitikmeot (minus Holman Island), Keewatin and Baffin. Figures for N.T.G. include current regional personnel + departmental recommendations found in report.

*** Social Service figures for N.T.G. are lower as a percentage of population largely due to the fact that there are more Social Service facilities (and thus, person years) in the western arctic than in the east. i.e. correctional centres, group homes, etc.

TABLE 5 - AVERAGE NUMBER OF DEPARTMENTAL PERSON YEARS BY
COMMUNITY FOR DEPARTMENTS THAT ARE COMMUNITY SENSITIVE *

DEPARTMENT	N.W.T. (Dept. PYs)	NUNAVUT (Dept. PYs) **
Economic Development & Tourism	2.2 (139.1)	2.4 (66.4)
Education	17.7 (1118.9)	21.5 (580.8)
Local Government	2.1 (133.1)	2.1 (55.7)
Renewable Resources	2.1 (135.3)	3.0 (83.0)

* N.W.T. communities 63 (N.W.T. Data Book, 1982-83), Nunavut communities 27 (all three eastern region communities minus Holman Island).

** Departmental person years for Nunavut include regional personnel + headquarters recommendations found in report.

POOR

QUALITY

ORIGINAL